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LATCHKEY CHILDREN

HEARING

BEFORE THE

SUBCOMMITTEE ON EDUCATION AND HEALTH

OF THE

JOINT ECONOMIC COMMITTEE
CONGRESS OF THE UNITED STATES

ONE HUNDREDTH CONGRESS

SECOND SESSION

MARCH 11, 1988

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LATCHKEY CHILDREN

FRIDAY, MARCH 11, 1988

CONGRESS OF THE UNITED STATES,
SUBCOMMITTEE ON EDUCATION AND HEALTH
OF THE JOINT ECONOMIC COMMITTEE,
Washington, DC.

The subcommittee met, pursuant to notice, at 1 p.m., in the Albuquerque Public Library, Main Branch Auditorium, Albuquerque, NM, Hon. Jeff Bingaman (member of the subcommittee) presiding.

Present: Senator Bingaman.

Also present: Carrie Billy, legislative assistant to Senator Bingaman.

OPENING STATEMENT OF SENATOR BINGAMAN, PRESIDING

Senator BINGAMAN. Why don't we get this hearing started. Let me thank you for being here today. I'll thank the witnesses as we go.

I want to particularly thank Carrie Billy, who's on my staff, and did a lot of the work to organize this. And I want to thank the public library for letting us use these facilities. I want to make a couple of announcements and make a statement about the subject of the hearing, and then we'll go to the first panelist.

First, let me say that we're very pleased that this hearing will be recorded, or video taped by public access, channel 27, and will be rebroadcast on March 27, which is a Sunday, from 1 until 4 in the afternoon. So if any of you want a rerun of anything you see here, tune in from 1 to 4 on March 27.

Let me also announce that I'm the hearing director. This is a hearing of the Joint Economic Committee of Congress, and the hearing will remain open for 30 days.

I realize we've got some people who have indicated a desire to testify who we will not have time to hear from. We are anxious to receive written testimony from any of you who were not able to get on one of the panels, and we will include that testimony in the record of this hearing, just as the testimony that will be given orally will be included.

Let me also suggest and I may have to do this a few times during the hearing, that since we've got 12 people scheduled to testify, and the hearing is scheduled to last 3 hours, we need to try and keep the testimony as brief as possible, and to the extent possible, have people summarize their main points, and hopefully, we can have some questions and answers after each panelist is concluded.

In order that the court reporter get down everything she would like to, I would just ask all witnesses to please state their name

and position they hold before they start their testimony. I think that would be a major help.

I know there are several VIP's here in the audience. I see one that I wanted to acknowledge. I'm sure that I'll be leaving a lot of people out, but Lou Gallegos, who is our secretary of health and human services, is in the audience and does an excellent job in that position. We appreciate his presence here today.

Let me make a few statements in the nature of an opening statement before we get to the first panel.

The issue that we're investigating here I think is of critical importance, not only to the country, but to us, here, in New Mexico, and I greatly appreciate Senator Sarbanes, who is the chairman of the Joint Economic Committee, for allowing us to have this field hearing with a subcommittee of the full committee.

I think it's appropriate that the hearing be held under the auspices of the Joint Economic Committee, which is a committee devoted primarily to the issue of our future economic competitiveness, the ability of this country to compete in world markets. I think the reason is simple. I believe that there is a direct link between the well-being of our children and the educational level we provide to our children, and the future economic well-being of this country, and that's a point that I'm sure will be made by some of the witnesses today.

Part of the issue that we're dealing with here involves the situation that our country finds itself in with regard to working parents. More and more women have entered the work force. More and more single parents and dual-career families are confronted with the very real problem of finding a way to provide their children with affordable child care. Whether their children are 2 years old or 12 years old, finding child care that's safe and also affordable has become a major challenge for parents today. For the parents of school-age children the challenge of finding the supervised yet entertaining setting can be especially difficult, and for parents with limited incomes the problem is even more severe.

Estimates indicate that between 2 to 7 million school-age children are left alone after school each day. Some manage independently and are able to, but many face a lonely and unsafe time alone during the school year, or on school holidays or during summer vacations. We know the potential number of children in these circumstances is increasing, but a significant response to this situation does not always seem to be there.

The number of children in self-care, as the phrase is used, is increasing because more than 11 million mothers with children between the ages of 6 and 18 are now in the labor force in this country. Nearly 75 percent of mothers with children ages 6 to 18 are expected to be in the labor force by 1990, which is up about 66 percent from where it was in 1970, and by 1995, there may be 35 million children in self-care if some action is not taken—more aggressive action is not taken at this point.

There's an opportunity for us to address this problem. I think there's a real issue as to the proper role of the Federal and State governments and local communities in dealing with it. I hope that in the next 3 hours here, we can identify some positive steps for

addressing the issue and identify the proper players to take those steps, whether it is Federal, State government, or local community.

Clearly, as more and more parents move into the work force, whether from necessity or desire, the need for us to work together is more critical. In New Mexico I'm sure we're trying, but with a child-care delivery system comprised of many different and poorly funded programs, the need here is very real, and I believe very severe.

The Federal Government needs to do more. Many things need to be done, and I'm sure the witnesses can help us identify precisely which of those things make the most sense. But first, the Congress and administration need to recognize that child care is an issue that deserves immediate attention. We have neglected and ignored the issue for a very long period, and we need a national commitment to ensure that quality child care for children of all ages is available throughout the country.

The Act for Better Child Care Services, which I'm cosponsoring in the Congress, is a sweeping piece of child-care legislation that Senator Dodd introduced on the Senate side. It's a positive step toward meeting that commitment, and there are two other major pieces of legislation currently pending in the Congress that are significant as well. The New School Child Care Demonstration Projects Act and the State Dependent Care Grants Amendments Act. I'm sure we'll hear some testimony on all three of those, and I will not go into them at this point.

But let me just conclude here today by saying that an investment in our children such as we're discussing here today is one that will pay off in helping us to keep stronger families and to increase productivity in the work force, and a healthier local, national, and international economy. It's an investment I think is cost effective, one for our children and for the future of the country as well.

Let me thank all of you for attending. I know that many in the audience have a longstanding commitment to this issue, and a great deal of expertise on the issues, so we appreciate your presence.

Let me now introduce the witnesses on our first panel. They're a very distinguished group of witnesses, and let me start by introducing Hon. John Day, who's in the Indiana State House of Representatives. He has established himself as a real leader on this issue throughout not only in Indiana, but in the country as a whole. Among his many accomplishments is the one-half penny-a-pack tax on cigarettes bill, which generates about $400,000 a year for Indiana school-age, child-care programs. I think that's an initiative that we want to look at here in New Mexico as well.

I think probably the best course is to go ahead and hear from Representative Day and then we'll introduce the other two panelists. John, go ahead, Thank you for being here. We're glad to have you in New Mexico.

STATEMENT OF HON. JOHN J. DAY, MEMBER, INDIANA HOUSE OF REPRESENTATIVES

Mr. DAY. Thank you, Senator Bingaman, for the invitation to join you today and the rather distinguished people here today who

are speaking. I want to thank you for the invitation and the very kind introduction. Let me also say that I'm pleased to join the leaders who are doing this work here in New Mexico.

Senator BINGAMAN. Can you folks hear? They cannot hear back there. That's from channel 13. Is there another microphone? That's great. I think that's the best way to do it; just hold that while you speak.

Mr. DAY. Can you hear me now? As I was saying, I was thanking Senator Bingaman for his kind introduction and his invitation to join him here today, as well as leaders in the community who are working here in New Mexico as well as from the Wellesley College School-Age Child Care Project and Amy Tyler-Wilkins of the Children's Defense Fund.

I suspect that a good number of us who hold public office have been motivated and inspired by their work, and I'm delighted to be here today on this panel. A lot of people in public office are inspired by their work and get new ideas from others outside the government and these are among the leaders for children, and I'm glad to be with them.

In my brief time before your committee, I'd like to talk about an Indiana law that was passed in 1985 and a subsequent 1987 law that strengthened the program for school-age child care. In this context of sharing our experience in Indiana, I recall the message of Justice Brandeis on the Federal system when he said, a half century ago, that a single courageous State can serve as a laboratory and try social and economic experiments without risk to the rest of the country. Of course, the positive spinoff of that is, if the program works, they can help other States, like New Mexico and, in this case, of course, the Federal Government, too.

In the 1985 session, I introduced a bill on school-age child care and it seemed to catch on to the media. I raised $270,000 over a 2-year period to fund child care programs. It could be done either in the schools or among nonprofit organizations, like Girl Scouts, the Y, church groups, and so on. That program was well received and in 1987 the thought was how could we make this a permanent program, with adequate support. Generally, while the problems of the latchkey children are multidimensional, so are the sources of support for resolving this issue.

I'll explain what I mean here in a minute. The special needs of these children impact on the school system, the juvenile court, the business community, and the family, itself. Soon after I introduced that first bill, a considerable amount of mail came in support, and I sent Senator Bingaman sort of a sample of those letters, from school board members, Marion County prosecutor's office, the Indiana Chapter of the American Academy of Pediatrics, the Family Service Association, Indiana Catholic Conference, Jewish Community Relations Council, and the YWCA. We probably had 30 or 40 groups saying that's a great idea. The prosecutor's office saw this program as maybe a means to reduce juvenile delinquency and perhaps aid in reducing teen pregnancy, which, as we know, is very serious now in the country. So the prosecutor's office saw this as a real benefit in their work. The school people saw this as helping kids to have a more stable situation, and also to improve their grades. As you know, in some of the school-age programs, on a vol-

untary basis, the kids, if they want, could have a tutor, which is a real plus for children.

The Y and Family Service Association saw these programs as helping to reduce guilt feelings among parents leaving their kids alone. Who would like to do that? No one. So less tension, more stable family situation, more wholesome environment, that one key component is taken care by before and after school care. Some of the church groups saw this, also, as very viable, and saw the need to coordinate their efforts with nonprofit organizations and government. So the point I make here is, there's a role for everyone. No one group can ever have the answer, but together, we can make a real impact.

The initial bill was attractive for a couple reasons. First, it was very flexible and had a very modest 10 percent local match. A school or nonprofit group could have the $27,000, if they put up $3,000 either in cash or in-kind contribution, the use of the school bus, volunteer staff, and use of the building, which made it possible for everybody to participate. Also, flexible in this sense is that the school could run the program on their own.

Second, the school, if they didn't want to execute the details of the program, could say, listen Girl Scouts, or Y, you come to our school at 3 o'clock, run the program, and use the building.

The third option was the nonprofit group could run their own program in their own building.

One major issue here was in the first 2-year cycle was that the nonprofits had to be licensed. Now that in general seems to be a good idea, but some problems developed. The Y in South Bend, IN, for example, and Girl Scouts had programs for several years and were doing a good job, but they weren't licensed, but anyway, that first 2 years they needed a license. Later on that was worked out and a new plan was accepted. They did not need to have a license, but they had to meet eight standards: For example, age-appropriate activities, emergency medical needs, nutritional needs, plus be inspected by the State board of health for sanitation and by the State fire marshal for safety.

That first year of the program 12 grants were awarded; 3 to public school systems and 9 to nonprofits. Some of the nonprofits were for the school joint program. The school had the building and let them use the building, and so there was a great amount of cooperation in talking between the school community and nonprofits. This is what we wanted to happen and it did happen.

The Children's Defense Fund had—in several, four or five States—reviewed school-age child care programs, and they were reasonably kind to our initial efforts. And there was a waiting list in some communities. The question always was, How would we get on-going funding?

Three points I want to make real quick before I go into the funding question. The services were provided on a sliding fee scale. The thought here was no child would be denied services, charging a modest amount based on income which would stretch the money and cover more children.

The second part is that if the media likes an issue, that's a great step forward. For some reason the media in our State liked the issue. They picked it up and it was on television for three or four

nights and that made people more sensitive to the issue and challenged people, saying to themselves, we should not be having that kind of situation in our modern society. But anyhow, the media sort of went for it. I hope here in New Mexico that we can have a similar situation by enlisting the interest and support of the media.

Third point is cost effectiveness of the program. You know, often those of us we advocate for children and social services programs hear this comment, "Oh, that's a nice idea, but we can't afford it, it's too expensive, other things are more important. We got to build a highway." The point is, we should never be apologetic about this. We can make a very strong case that these programs in fact save money and children.

Let me give you three good examples. In our State, for a child to be retained in the public school system the cost is about $3,000. It doesn't take any genius to figure out if a kid is walking the streets, there's no stability, no security for those students. Kids who have this kind of service, do much better in school, that's just common knowledge.

One of the programs that is run by the Presbyterian Church, tutors 40 kids every day, and how many of those kids might be failing if they didn't have those services.

Second point I want to give you, again, it's no accident that these kinds of children without the service, have trouble often with juvenile delinquency. They can get into trouble doing this or that and winding up in jail, or court. In the end, if the child goes to the boy's school or girl's school, that's $15,000 per child per year. Now if we only helped 20 kids in the whole State, of course, we believe more than that, but if we just helped 20 kids in the whole State avoid delinquency, you have saved the taxpayers $300,000. Again you have saved the taxpayers $300,000, if you just helped 20 kids stay out of trouble. See what we're saying? This is cost effective.

The third point I want to make is that there was a study in Maine, in 1983, which showed that about 30 to 35 percent of all parents who work miss 1 or more days of work a year because they couldn't get child care. Now at the minimum wage level, that's somewhere between $4 and $8 million a year. Translated in our own State, Indiana, to make a long story short, even at the minimum wage rate, that's lost income taxes, lost revenues of $600,000 to the State.

So I'm sure if you make a similar study here in New Mexico, you'll get a similar message. At the national level it must be a staggering figure. How many parents work, how much lost income and lost revenue. So the point is, because of that, don't apologize for this program. They're cost effective, and more important from the human point of view, they give the child stability and adds to their sense of self-esteem. And so we don't want to be apologetic. They save money and it is a wise investment in both the physical and human terms.

In 1987, I worked for this program again, and offered a 1-cent increase to the cigarette tax to pay for it. But we didn't get a committee vote. So I offered a half-cent amendment on the floor, and that passed 86 to 13. Now, here's how the situation works. Our State, in 1987 ranked seventh lowest in the country in our cigarette tax. Indiana had not raised the tax for 10 years. So, I guess

the time was right, you might say, and that passed. We funded three health programs; public health, prenatal programs, and State WIC programs, a nutrition program for children under age 5 and their mothers, so that passed with enormous support, as I said, in the house 86 to 13.

You may have read last September about a report entitled "Children in Need: Investment Strategy for the Educationally Disadvantaged," by the Committee for Economic Development, which is based in New York. These are groups of business executives, not social workers, not reformers, not liberals, but rather these are hard-headed business executives in major corporations in our country. They advocated more money for prenatal care, early educational preschool programs and increased support for child care. They're not looking at this situation now, but the next generation. Will those kids be secure? Will they have business and job skills? What kind of mechanical skills will they have?

The second point, in the business community side of this, as you know, in America, between 3 and 4 o'clock we have a reduced productivity syndrome. We know there are thousands and thousands of phone calls being made from offices and stores around the country, but not to new clients, not to new customers. Who are they calling? You got it, they're calling their Mary and their Billy or Michael to see if they got to the babysitter on time or caught the bus or if they made it home. There are children at home by themselves. Productivity in our country from 3 to 4 goes down. The reason is, children left alone in self-care. We can change that. That's what we really need.

So, one or two final points. When we were near the time to vote on the bill, a Republican colleague stated that with this bill funding prenatal care, nutrition programs for poor children, funds for local public health departments, and $400,000 for school-age child care, this bill was very attractive. It was, he said, "on the side of the angels."

And I leaned over to my friend and said, "Not a bad team to be on." And I'd say to our Senator here and his committee, not a bad team to be on. Get on the team and encourage him to work in this area.

I'm really encouraged by the subcommittee's interest in this issue, and I'm hoping that you'll come out with a very good recommendation for a bill that will enrich the lives of our children for years to come.

Let me conclude by saying school-age, child-care programs around the country have helped reduce the sense of aloneness and fear and anxiety often faced by these children, and hopefully will reduce that fear, that anxiety and related problems.

Let me conclude by saying that the potential benefits of these programs brings to mind Albert Camus' well-remembered message, "It may not be possible to create a society where no children will suffer, but it is possible to create a society where fewer children suffer."

[The prepared statement of Mr. Day follows:]

PREPARED STATEMENT OF HON. JOHN J. DAY

Thanks for the opportunity to visit with your Subcommittee on Education and Health of the Joint Economic Committee of the Congress. I am pleased to have been invited and I am honored to have a part in this hearing along with leaders of the Human Services and Education Communities here in New Mexico as well as Michelle Seligson of the School Age Child Care Project at Wellesley and Amy Tyler - Wilkins of the Children's Defense Fund. I suspect a good number of us who hold public office have been motivated and inspired by the work of Michelle and Amy and I am delighted to join them today.

One of your distinguished colleagues, Senator Daniel Patrick Moynihan, stated some time ago: "The quality of a civilization may be measured by how it takes care of its elderly; Just as surely the future of a society may be forecast by how it cares for its young." In our discussion of school age child care for latch key children we are most certainly discussing our society's future and perhaps that is one of the reasons this is such an important issue.

In my time before the committee let me briefly review a 1985 Indiana law to establish some pilot programs for school age child care and then a 1987 statute that strengthened the program and gave needed stability to the funding base. In this context of sharing our experience in Indiana I recall the message of Justice Brandeis, over a half a century ago, regarding a key benefit of our federal system, "that a single courageous state, if its citizens chose, can serve as a laboratory and try novel social and economic experiments without risk to the rest of the country." The positive spin-off, of course, is that if a program does work it can be shared with other states and in this case with the federal government.

In the 1985 session I introduced eight bills on issues affecting children and families and school age child care seemed to attract the most attention and support. While exact figures are debatable there is no question that the issue of unsupervised latch key children in self-care is a major national concern. As you know, the social and economic realities of single parent households as well as two parent families, where both parents are employed, have increased the need for adequate and affordable child care.

While the problems caused by the emergence of latch key children are multi-dimensional the possible sources of support for resolving the issue are also multi-dimensional.

The special needs of unsupervised children after school impact on the education system, the juvenile court, other social agencies, the business community and the family itself. Soon after introducing the 1985 bill, which called for a two year pilot program requesting $600,000, support developed from a number of sources. The letters and other material earlier mailed to Senator Bingaman provide a sample of the support the bill enjoyed. Some progressive school board members, the Marion County Prosecutor's Office, the Indiana Chapter of the American Academy of Pediatrics, the Family Service Association of Indianapolis, YWCA, the Indiana Council of Churches, the Jewish Community Relations Counil and the Indiana Catholic Conference all expressed support for the bill.

The Prosecutor's Office saw the proposed programs as one way to help reduce delinquency. One local school board member envisioned this kind of service as a means of providing some stability for the children and helping them to be better students with a tutoring component in some of the after school programs.

Agencies like the YWCA and the Family Service Association saw the benefits of such programs as reduced guilt feelings by parents, less tension among family members and, in general, assisting families. Some of the church groups had programs of their own and noted the need for substantially more programs and voiced support for coordination of efforts by the government, non-profit agencies and the churches.

The initial bill was attractive because it was flexible and called for only a modest amount of local match-contribution (10%). The amended version which was adopted in 1985 appropriated $270,000 over a two year period to develop some pilot programs. We sought $270,000 for each of the two years but received only a one time $270,000 appropriation with the provision that unspent money for FY '86 could be carried over to FY '87.

The maximum grant any one program could receive was $27,000 with a 10% local match required either in cash or as an in-kind contribution - use of a building, donated use of a school bus, supplies etc. A public school could operate its own program or allow a non-profit group to use the building or a non-profit organization could operate a program in its own building, for example, the YWCA.

In this two year pilot program the agencies that qualified for a grant had to be licensed, a requirement that was altered in the 1987 legislation. In the '87 bill a non-profit agency did not have to be licensed but did have to meet eight standards: for example, age appropriate activities, meeting the nutritional needs of the children; having an emergency medical plan plus passing a sanitation inspection by the board of health; and being reviewed by the State Fire Marshal for building safety. In the 1985-87 period a number of non-profits like the Girl Scouts and the Y, who had run school age child care programs for several years, could not qualify for the initial grants because they were not licensed though they had operated fine programs with their own resources. In that first two year period, 12 programs were funded: three operated by the public schools and nine by non-profit agencies. Some of the nine worked with the schools on a cooperative basis.

There were liability insurance coverage concerns and other start up problems any new program might experience but, in general, the programs were well received, met a real need and had wide support. The Children's Defense Fund surveyed a few states having SACC programs and in general gave Indiana a favorable review. Always in our thinking that first year was the question how do we fund these programs and hopefully expand them beyond June 30, 1987.

Three additional points should be noted before covering the '87 bill and they are: (1) services to be provided with a sliding fee scale (2) the role of the news media and (3) acceptance of cost-effective agruments for the program.

The sliding fee scale based on income is to achieve the goal that no one would be denied services ~~because~~ he or she couldn't afford them. Also, such a fee scale stretches the state dollars so that even more children might be served.

In general, I sensed that the news media was supportive and gave favorable coverage to the issue. As all the members of this committee know, favorable treatment by the news media is very helpful in gaining support for a proposal.

because

As budgetary concerns are high on the federal agenda, I might mention some cost-effective points in favor of school age, child care legislation. For a child to be retained in a grade in Indiana, it costs about $3000 to say nothing of the child's reduced self-esteem. Some of the SACC programs have a tutoring component giving valuable assistance and encouragement to some youngsters who might otherwise fail. More research is needed but it is safe to say that children in quality SACC programs, in general, perform better in school and are more secure than other latch key youngsters who are without such supportive services.

Also, it is not difficult to understand that such unsupervised children are sometimes prone to delinquent behavior, juvenile court and sometimes placed outside their home. In Indiana if only 20 children per year (and we think the program will prevent many more than 20) are diverted from delinquency and subsequent court apperances and ultimately sent to the Indiana Boys' or Girls' School, this would save the state $300,000 at roughly $15,000 per case.

Finally, on the cost-effective perspective, a 1984 study in Maine indicated that 35% of working parents missed at least one day of work in the past year because child care was not available - the lost work represents between $3,700,000 and $8,000,000 in wages. Translated to our own state, even at minimum wage rates, the figure is $18,500,000 in lost wages. That figure X 3.4% (Indiana's income tax rate) and we see a potential loss of about $600,000 in lost state income tax revenue. I suspect similar figures would prevail in your own states. At the national level the figure must be astounding. The point here is that we should not apologize for advocating money for these programs. They are sound investments which will pay big dividends in both fiscal and humanitarian terms.

Another wise investment is funding child health, prenatal care, nutrition programs and basic public health services like immunization programs. Prior to the 1987 session I decided to merge requests for these programs together, preventive health services and school age child care, and fund them with a 1¢ increase to our cigarette tax. At 10½¢ a pack Indiana ranked 43rd lowest of the states and the tax had not been raised since 1977.

All these individuals and groups who supported the '85 two year pilot program were now joined by the Indiana Nurses Association, the March of Dimes and others in support of the new (1987) bill. The bill was heard before the House Ways and Means Committee but no vote was taken.

Another cigarette tax bill reached the House floor containing a 4¢ increase; the money was to be used to pay for a part of the Governor's education program. I offered a ½¢ amendment (which would raise $3,600,000) to pay for the programs outlined in my original proposal. The amendment, with a six year sunset provision, would allocate $2,400,000 to local health departments and $400,000 to supplement the federally funded Maternal and Child Health program; also $400,000 to supplement the Special Supplemental Food Program for Women, Infants and Children (W.I.C.) and $400,000 to continue the School Age Child Care program established in 1985.

The amended bill passed 86-13 and, with some amendments, was approved in the Senate 39-8. After considerable debate and heavy lobbying by the Tobacco Institute against the bill, a concurrence motion to approve Senate amendments to the bill was approved by the House 66-32 on April 24, 1987.

You may have read last September about a report Children in Need: Investment Strategies for the Educationally Disadvantaged by the Committee for Economic Development, a group of business executives concerned about the work force in the next generation. They advocate funds for prenatal care, early childhood education programs and increased support for child care.

During discussion on both the 1985 and 1987 bills mention was made of the fact that productivity in our country goes down between 3:00 and 4:00 p.m. as thousands of phone calls are made from stores and offices by concerned workers, not to new customers or clients but to child care providers, relatives etc. to see if their children made it safely to their after-school designations, or they are calling their youngsters who are at home alone, to see if they are alright.

One of my colleagues in the House said that my bill had great appeal to it and in fact it was, "on the side of the angels," and thus difficult to vote against. I replied: "not a bad team to be on." I would also say to this important committee considering school age child care legislation: "not a bad team to be on."

I am really encouraged by your interest in this issue and hopefully, after your deliberations are concluded, your committee will recommend a bill that will enrich the lives of children for many years to come.

SACC programs around the country have helped reduce the sense of loneliness, fear and insecurity often faced by latch key youngsters. Proposals coming from this committee to the Congress, I believe, will add to the public's awareness of the problem and give encouragement to state and local efforts.

Let me conclude by saying that the potential benefits of quality SACC programs bring to mind Albert Camus' well remembered message "It may not be possible to create a society where no children will suffer but it is possible to create a society where fewer children suffer."

Senator BINGAMAN. Thank you very much, John. We appreciate it. I'll have a couple of questions for you when we get through the panel or next witness.

Our next witness, Mickey Seligson, is a director of Wellesley College's nationally known School-Age Child Care Project. She's been called "the mother of school-age child care," that is a great title.

The review of her achievements and publications including "School-Age Child Care, a Policy Report," and "When School Is Out and Nobody's Home," bears this out. Through her involvement a number of years ago with a pilot project here in New Mexico, Ms. Seligson is well known among those concerned with child care here in our State, and we're very anxious to hear her views and we're glad to have her in New Mexico, again.

STATEMENT OF MICKEY SELIGSON, DIRECTOR, SCHOOL-AGE CHILD CARE PROJECT, WELLESLEY COLLEGE

Ms. SELIGSON. Thank you very much, Senator Bingaman for inviting me here and for letting me be again in New Mexico, which is a State that I love very much.

Let me start by saying the latchkey phenomenon is a mainstream problem in America. It's not confined to any one ethnic group or to any one socioeconomic group. Young school-aged children and their parents across the country in large urban centers and suburban and rural communities are today faced with potential dilemmas that even 20 years ago were far less common.

Here are some of the dilemmas: School begins at 8 a.m. but some parents have to leave for work at 7 o'clock. School is over for the day at 2:30, in most communities, but in many places, no adults will be home until 6 or 7 o'clock at night. Some children are not given keys to their own homes and apartments by their parents because they are afraid of the child doing damage or having some kind of accident in the home. So these children, and there are many of them, we don't know how many, must wait elsewhere until they can go home and be taken care of by their family.

Parents rarely instruct their children about proper safety and behavior in emergencies. So when something does happen, children wing it, and even when there's instruction, often children of younger ages cannot retain it, and in a panic, will do something that is destructive or that puts them at even greater jeopardy.

Children in the care of older children, their siblings, may or may not get along in this arrangement, and many children are in the care of each other. One of the most often reported problems in child abuse is the child in what is called self or sibling care facing brutalization by older children.

Schools may not offer any after-school programs or may resist having other groups use school space for that purpose. One strategy for holding the line on this kind of partnership arrangement is to charge exorbitant rental or custodial fees, which most nonprofit programs can't support. Even if communities have alternative latchkey practices, school-age child care programs tend toward being at the bottom of the social service priority list, so they may not have access to new funding for eligible families. Program fees

for unsubsidized care may not be affordable for many, many parents.

Funding for school-age child care for low- and moderate-income families is simply inadequate, so the social services agencies, the Y's, the boys' and girls' clubs and the many wonderful youth-serving agencies that have been providing services for this age group, just do the best that they can with inadequate resources.

Quality is another issue in programs. School-age child care is not education, it's not recreation, and it's not babysitting. It's something else. Many programs are doing very good jobs at providing this "something else," but many programs are not. And there needs to be training, there needs to be much more dissemination of knowledge about what good programing can really be. In our view, a good after-school program is an alternative community where children can feel safe, explore, learn new skills, just hang out, or for example, where they can dance. Somebody said to me this morning that they can have bug collections, and somebody will care about their bug collection. The possibilities are limitless.

Today, in this State, you Senator Bingaman and the Joint Economic Committee have decided to make a public commitment to begin to address some of these dilemmas. On behalf of those of us who worked on this issue for a very long time in the name of children and parents around this State and throughout the United States, I would like to thank you and add to your inquiry some of my observations and recommendations.

Ten years ago the School-Age Child Care Project at Wellesley College, Center for Research on Women, started to look at how parents and communities managed child care for school-age children during the hours when school is closed. We designed this project as a response to requests from thousands of parents, school and city officials, social services, agencies, legislators, and others, who wanted basic information and help organizing, on implementation and on advocacy. We still get many, many letters from people including parents saying, "What can I do. I don't know where to turn. I don't know what kind of alternatives are available for my children."

In the 10 years since we began, we have concentrated on delineating the components of successful programs, improving their quality through training and staff preparation and influencing in all levels of government, including attention to the legal ramifications of public school involvement; some of the issues John Day mentioned—licensing, and so on. Let me share with you some of the conclusions we reached during the 10 years that our project has worked.

First, there really is as yet no consensus about the extent of this problem or even, in some people's minds, if it is a problem. A 1987 report by the U.S. Bureau of the Census, our Government, based on 1984 census data, estimated a low 2.1 million children, ages 5 to 13 who are reported to be latchkey children. The Census Bureau also found that the largest number of unsupervised children came from white suburban rather than urban areas, were less predominant in low income than in middle income families, and less prevalent among minority families than nonminorities. This is in direct contrast to city and county and State surveys, and surveys in school

districts, in suburban and inner-city areas. These show that across age groups, across ages 5 to 14, 15 to 20 percent of children are lacking supervision after school, minimally. An additional 13 percent are reported in sibling care. However, all the reports do show that self-care increases with age, and by age 10 across all these studies, 60 to 70 percent or higher of children are on their own.

Even these data are not definitive because many studies fail to define the term "latchkey" in terms of numbers of hours, and the age of children involved. And as was mentioned by John, parents do not want to report that they are leaving their children alone because they are afraid of the public sanctions against that.

The issue here is that it is very difficult to get a handle on the numbers, and that has implications for policymakers. Slightly more agreement begins to exist on the question of the outcomes of the latchkey experience. Most studies suggest that loneliness, social isolation, and unrealistic expectations by adults of child maturity—which result in the child feeling more responsible for the family and for himself than he should at that particular age—may result in a lack of spontaneity in childhood. Some effect on academic performance and a tendency to negative peer influences are all results that are also being reported.

Concern is also increasing about drug and alcohol use. I heard recently on the radio that the fastest growing age group of children using drugs and alcohol is 9, 10, and 11. And in addition, sexual behavior among young adolescents, pregnancy at age 12 are other social costs of this behavior. So researchers are beginning to turn to the school-age child care issue, which is a new phenomenon that has not been very much researched in the past.

Partly, I think, this is in response to concern about what is happening to the older school-age child. And I mentioned the question of some 12-year-olds who get pregnant. But also just as there is increasing attention in the research community, there has been increasing attention by the media, and I think the media have paid a great deal of interest to this issue for a long time and should be congratulated for doing so, because I think the press can really bring something to public attention that those of us who are working in this field cannot do on our own.

And there is also something in the wind about policy with respect to school-age child care. A number of positive signs have appeared. Starting in 1984 with the proposed School Facilities Child Care Act introduced in the U.S. Congress, a modest investment in school-age programs has developed at the Federal level. The Dependent Care Block Grant provided this year $8 million—it provided $5 million for the first 2 years of the program's life—to States for school-age child care startup, development, and expansion. Almost all the States have used this money for the beginning steps.

In this State, in New Mexico, you are going to be having 10 demonstration programs funded this year by this block grant, administered by New Mexico State University, Department of Home Economics. Now the money is not mind boggling, it's small, but definitely a start, and it reveals a real Federal commitment to the problems.

Other States around the country have used these kinds of funds for training, for resource development, for expansion toward the

development of a data base of information and other things such as workshops for public schools, another important task to take on because public schools often do not understand what school-age child care is in relation to regular education programs.

Some States, in addition to the block grant and mostly in advance of it, I should say, have really taken the lead in this field, have designed their own approaches. Indiana is one of the most exciting and potentially influential of all of them, but there are others: New York State, Pennsylvania, Maine, California, Connecticut, New Jersey, and Wisconsin, are among the 12 or so States where targeted funds have been authorized and allocated for pilot programs for school-age child care.

Locally, several cities and counties have designed delivery models including staff training. Again, it pops up all the time because we have a real crisis in terms of labor for child care. Certainly not only in school-age child care, but across the field, and that we must pay attention to. Other kinds of services have also been initiated, including technical assistance. These are in cities like Baltimore, MD, Madison, WI, and Seattle, WA. In Seattle, a $5 million bond issue in the city of Seattle added funds for renovation of space in public schools. This was done by adding portable classrooms or renovating existing space. And the interesting feature of this in addition to the fact it happened at all, was that public schools are not designated as the administering agency. Rather, the outside community agencies were designated, mandated, in fact, to use that space, the Y and the boys' clubs and the day-care centers in the community.

And there is some evidence now, that public schools are moving at last to a different position on child care, and this includes school-age child care. There was a 1987 Harris Poll of a thousand teachers and 2,000 parents, an attitude poll. A majority of both teachers and parents placed the lack of supervision after school as the No. 1 problem for kids in terms of school performance. This is above every other possible choice they had—working parents, crime in the city, school hours, inadequate resources. It was lack of supervision after school. And another indication that the public schools are moving along is a survey by the National Association of Elementary School Principals that surveyed about 1,500 or so of their elementary school principals and found that of this sample of 1,500, 22 percent of the principals reported having some sort of after-school program in their schools. Eighty-five percent of the respondents across the board said that the lack of after-school activities and supervision is a serious problem for our children and they want someone to do something about it. And these are principals who say, "We will do something about it, give us the knowledge that we need. Give us the resources, work with us. We are ready to do it, but we need partners."

This brings me to my recommendation for your consideration and to a few closing statements. First of all, you will want to know in this State, and across the country, we need to know what is the extent of the need for services. What age groups are most vulnerable? What are children doing after school? Where are they? We would like to recommend that, for example, States consider doing representative sample surveys, to find out what parents are doing.

What they want for their children? Where the children are? And how families are involved in the care of their children after school.

At least one State has done probably more than that: Maine used the data that was gathered by the survey for policy and planning to back up the initiative. One way of doing this is to authorize school districts and to advise some funding for them to conduct school-based surveys of parents because there you will hit all the children who are in the school, and you would also want to do that with private schools as well to include the numbers of children who are not in the public school system.

The Dependent Care Block Grant is a first step designed as such to seek State partnership in funding services. It was designated as seed money as sort of an impetus for States to join on.

So our second recommendation would be that legislation, State legislation, should be designed that will build on the block grant alternative and go beyond it for funding for low- and moderate-income children to be part of this legislative approach. Because we have learned from the Children's Defense Fund that the startup pilot funding of programs is simply not enough, and that thousands of children are denied access to Government-sponsored programs because their parents cannot pay for them. So I'm suggesting that States build on what exists so we begin to develop a system of funding of this kind of service that cuts across different agencies within government.

Third, New Mexico, like every other State, has an existing system of school-age child care. It exists in day care centers, in free-standing programs, in youth serving agencies, in family day care systems, as ad hoc arrangements, it may even exist in this library outside this room in the afternoon. Find out what the supply looks like. Evaluate it. Find out what its needs are. What resources the school-age child care supply should get to improve its quality. Make training available for staff. Promote more involvement by public schools.

Perhaps we should address the fact that many parents do not use the available resources and it's unfortunately true. They don't use school-age programs for a couple of reasons. Partly, they can't afford it, and partly many parents do not understand that their children are not ready for self-care at age 8 or 9, even though they are perfectly capable of taking care of many of their physical needs because they are in school and they're not babies any more. Parents need to know that there are certain things that children are entitled to until they are more ready to take care of themselves.

Finally, these policy and program initiatives are important, but they must be managed and administered and really owned by an identified agency or office within your State. The School-Age Child Care Project has been surveying all the States to see what roles different State agencies are playing in school-age child care, and we are also trying to find out how much school-age child care is out there; how many children participate, and what some of the ongoing issues are in the quality and policy area.

One important finding is that in general, no one agency or department across the State, with a few exceptions, is willing to acknowledge responsibility for school-age child care. It is a low priority. Information about it at the State level is very fragmented. Data

is not available. States may know the capacities of licensed programs, but they have no idea how many children attend them. Often, they do 't know how many dollars from title XX Government funding goes into school-age child care as compared with preschool child care, so there's no way of breaking out the information. In our calls, some of the education personnel, for example, appear to resent our asking them for data and suggested to us that it is really not the job of education to worry about anything that's not strictly education.

So our recommendation is, identify your department, or begin the process of pulling together the various agencies in an interagency task force to coordinate planning in the interest of achieving not only coordinated approaches at the State level, but also continuity of care for children at the local level. And I recommend to you the direction of the State of Florida, which has established a center on school-age child care that serves the whole State for just this purpose, called the Florida Latchkey Clearing House.

And, finally, I would urge that this State join as a body in supporting the one significant and comprehensive child care bill to have emerged in the last 10 years in the U.S. Congress, and I know that Amy is going to talk about it in a few minutes. And I'm referring to ABC, the Act for Better Child Care that is a chance for America to adjust to a new reality of life for families and children and to begin the stage of development of a child care system that is critically needed.

In closing, I want to thank you, again, for inviting me to speak, and for giving me the privilege of revisiting the State which I find so beautiful, and to let you know that 8 years ago the School-Age Child Care Project received funding from the Levi Strause and Ford Foundation for a demonstration project in eight communities across the country. We sent out a request for a proposal to about 25 groups that we knew were interested in school-age child care, in doing something. We decided that we didn't want to set up model programs because we only had $20,000 per site. So instead, we gave $20,000 per site to community groups or technical assistance groups that could raise the issue of school-age child care in their communities, to do training, technical assistance, and development.

One of the eight grants we awarded was to an agency in Albuquerque called Caring, which is an Albuquerque child care resource and referral agency. I remember with very fond feelings our work in this city and with the staff at Caring at the very beginning of what has been through the last 8 years an explosion of interest in this issue, and I'd just like to close by saying I'd love to be able to come back and work again in New Mexico on behalf of children and families.

Thank you.

Senator BINGAMAN. Thank you very much. We appreciate it. Our final witness on this panel is Amy Tyler-Wilkins. Ms. Tyler-Wilkins has addressed the Child Care Division of the Children's Defense Fund for 3 years. Let me just say the Children's Defense Fund is an extremely valuable resource for those of us in Congress.

I have called upon various people at the Children's Defense Fund for assistance in research and getting information on many issues since I've been there in the last 5 years. Amy is in charge at this

point of the National Grassroots Campaign for the Better Child Care Act—the Act for Better Child Care, which is a bill that I'm proud to be an original cosponsor. We're very glad to have you in New Mexico.

STATEMENT OF AMY TYLER-WILKINS, PROGRAM ASSOCIATE, CHILD CARE DIVISION, CHILDREN'S DEFENSE FUND

Ms. TYLER-WILKINS. I'd like to thank you, Senator, for devising this forum to talk to you about the important issue, school-aged child care.

While this afternoon's hearing is designed to focus on the issue of school-age child care, I think it's very important to recognize school-age programs other than one of the many groups of children in need of safe and affordable child care. In the Children's Defense Fund we believe public policymaking really demands a systematic approach to the larger issue rather than piecemeal solutions for individual age groups.

The argument for better child care services, we believe, is a comprehensive $2.5 billion authorization bill to begin putting a comprehensive child care system into place in America, is a good place to begin. We would provide safe and affordable child care of more of our children from birth to age 15 and finally build a floor for child care.

There are now some 14.7 million children around the country whose mothers are in the labor force who will be in school. It is expected that by 1995 there will be 34 million children whose mothers work or of school age. As you've heard before, the Census Bureau reported about 2 million children in care and self-care, however, other studies suggest a much higher number.

A recent study that was done in Minneapolis, an area of rather rich child care resources, found that almost half of the children in kindergarten through third grade come home alone after school. In 1986, the Pennsylvania State Legislature estimates there were 120,000 school-age children at home, alone, after school. New York State estimates between 100,000 to 300,000 children who take care of themselves after school. California was one of the few States that provides subsidies to low-income kids so that that they can receive after-school services—provided subsidies to 8,000 low-income children across the State, and it's estimated there are about 500,000 kids on their waiting list.

The reason for the high risk of self-care is not only limited to the supply, but it is the high cost of child care. Our 1986 study, which has been discussed a couple times here already, found that the cost of school-age child care varied around the country from some places between $20 and $45 a week. That's way beyond what many low-income families could afford. It's a substantial outlay for moderate- and middle-income families.

So it's not enough just to increase the number of school-age slots around the country, we also have to provide financial help to these families, if the children who need the care are going to have access to that care.

So far, public policy has done a rather abysmal job of helping low-income people with school-age children. Five million have been

provided for in the last 2 years. The average size per State is $50,000. None of that can be used to help low- and moderate-income families meet the cost of care. We think that it is less than a commitment on the part of the Federal Government. We think it is so small it hardly can even be called a gesture. The Federal Government has to make more of a significant commitment.

Of the 11 States that have the projects now, only three, John's State of Indiana, California, and New Jersey, provide subsidy funds to help low-income children take advantage of those programs.

Helping low-income kids afford these programs is particularly important when you understand the link that Mickey talked about between lack of supervision in the afternoon and going to school performance. If we're going to keep these kids in school, we need to give them the support in the afternoon to do well in school. We have to worry about a future work force.

In 1960, 60 percent of all young workers had a high school diploma. By 1985, 85 percent of the young workers had high school diplomas. Keep them in high school. Giving them their basic school structure is becoming increasingly important, not only for the kids to be productive, we have to provide subsidies to low-income families so that they can take advantage of school-age programs.

Beyond that, there is also a broad-spread support for school-age child care. Mickey talked about the teachers' support and principals' support for school-age child care. There's also a great deal of concern among parents. There was a report done by the administration for children and their families where they talked to families in Minnesota and Virginia. One-third of the Virginia parents and two-thirds of Minnesota worried about their children being hurt in the hours after school. A 1982 study, in Chapel Hill, found that almost 90 percent of the parents studied were worried that their children would fall under bad influences, be hurt, or spend too much time on the telephone, too much time watching TV after school.

Businesses are increasingly concerned about the lack of supervision. A couple of years ago the Whirlpool Corp. did a fairly benign study of large appliances. What they found in that study that was just designed to see who was using their appliances, were that very, very young children were operating microwave ovens and garbage disposals and other kinds of heavy equipment in the kitchen while they were not supervised. That study led the Whirlpool Corp. to start their Project Home Staff, which is a $1.1 million, 3-year project to pilot school-age child care programs around the country.

Public safety issues are also increasing, also a concern about child care issues. Notably, the sheriff's office in Orange County, FL, has applied and gotten one of the Whirlpool grants. What led the sheriff's office to apply for this grant is rather tragic. A 13-year-old girl was raped and murdered in Orange County between the time her parents left for work and the time she left for school. And her assailant had figured out this pattern and found her home alone.

Children are worried. And that is not surprising. In 1984, Sprint magazine, which is read by fourth, fifth, and sixth graders around the country, asked children to write in to talk about situations scary to them and how they handled fear. Of the 7,000 letters that

came into the magazine, 70 percent of the children's fears were of being home alone mostly while parents were at work.

Those fears became a reality for the James family in Reston, VA. On Columbus Day, Gena James worked part time in a motel in suburban Washington. Her husband was a house painter. It was Columbus Day. The children were out of school. No child care space available in their community. They left their 8-year-old daughter with their 6-year-old son and a 6-year-old neighbor in their apartment alone. Fire broke out in the apartment. The 8-year-old ran for help, locked the door behind her when it slammed. The two 6-year-old children died before a local fire official could reach them.

It is obvious that there is a need for a greater investment in school-age child care, and I'd like to talk some about the models that you've seen around the country that work, and what we think is important and what those models are. They're five things I'd like to talk about: Age-appropriate activities; a good mix of activities within a program; parent involvement in those programs; links to schools; and links to other social services.

In terms of any other appropriate curriculum, when we talk about preschool care, we have a special language. We talk about infant care, we talk about childhood care, we talk about care for preschool children, but when we talk about school-age children, we lump children from ages 6 to 17 in the same category. We have to be very careful that in developing our programs, and in developing an overall program, that we recognize that there's a very significant developmental difference between those children. While you have to recognize there are differences all the way up, this becomes particularly important with older children who are increasingly able to vote with their feet and not attend programs that they can conceive of either dull or as baby sitting. They're not going to get kids to come to programs they think are boring.

There are any number of programs around the country which really tailor programs to kid's ages. Florida and New York City serves kids from ages 6 to 14. The program is divided into two age groups; junior, children from 5 to 9; and senior, children from 10 to 14.

The staff determines the programs for the younger children while older children are offered a range of special activities, including guidance, included in that program by the staff. There's a dancehall for the 9- to 11-year-olds. The 9- to 11-year-old activities that are available are animal dissection, chorus, and mime.

Youth services at the Westend Neighborhood House in Wilmington, DE, and the Carole Robertson Center in Chicago both recognize the importance of involving older children in policymaking for the centers. Not only teaches—not only keeps the kids interested, but it teaches them about decisionmaking, group process and ultimate responsibility.

The Wilmington program holds weekly sessions for the kids where kids are allowed to make comments and suggestions and then those suggestions are included in the program. The Carole Robertson Center has two, and that is parents are able to participate and sit on the panel and have a say in the hiring and firing of staff.

In addition to age-appropriate activity it is also important, critically important to have a good mix of academic and recreational and cultural activities for the kids. One of the main features you can derive from school-age child care and enhance school-age performance that Children's Defense Fund really believes it is wrong to look at an after-school program as merely an extention of the school day and keep kids sitting at a desk all day. The Japanese do that in their youth programs, and we really believe kids need to have some fun and that academic programs—and that performance can be enhanced through recreational and cultural activities, and you don't—we don't want to keep kids at a desk for 9 hours a day.

We've seen a number of models that offer interesting activities for kids. The art program which serves Hispanic and Asian kids on the Lower East Side of New York, published 2 years ago a 432-page glossary that translates words from Spanish to English and the children put that together during the after-school hours. They're now working on an encylopedia which is a good effort for kids to share their cultures and to learn some vocabulary.

In Great Neck, NY, which serves kids from 5th to 12th grades puts on 8 to 23 theatrical productions a year, and the kids do everything from raising the funds to directing and casting the productions. In Washington, DC, there's a very interesting program called the "Black Male Youth Health and Enhancement Project," it's a mouthful, and serves anywhere from 11- to 17-year-olds. The main activity for the program is the basketball team. However, you can't go to basketball practice unless you do your homework. You can't participate in basketball unless you go to classes, so it is a benign activity to acadamic activity.

As with programs for younger children, school-age child care should act as a family support service so that it can support the whole family and not just the child. And minimum in school-age child care programs should call on those that aren't going to attend and, conversely, programs should notify parents if children are unacceptably absent. However, this is the minimum scenario, the programs do much more than this.

Programs in Los Angeles have a mandatory parent organization which the child and parent attend. In fact, in that program, parents are expected to volunteer 4 hours a month in the program, and parents are also expected to come to monthly evening meetings. According to reports, the turnout at those meetings is higher than local PTA meetings. In addition, child care programs run a series of evening seminars for parents on a variety of topics, not only for parenting issues, but current affairs issues to act as a family support service.

The Carole Robertson Center in Chicago is run by a board of directors which is 60 percent parents and the other 40 percent of the members are elected by the parents. The Center for Family Support Program is entirely managed by parents in offering support groups for parents, study groups for parents, aerobics classes, and weight-loss classes for parents.

Plaza De La Raze in Los Angeles offers a very interesting program. It offers cultural classes for children from ages 6 through adult. Eight out of the 80 programs in the curriculum; only 15 are available to children under age 9. So children and parents could

participate in the same classes and have an opportunity to spend time together.

The Girl's Club of Dallas is now piloting a team parenting prevention program. And one of the parts of the 5-week course for 12- to 14-year-old girls called "Growing Together," where young girls and their mothers discuss sexuality and the consequences of unplanned pregnancy to help communication between mothers and daughters.

In addition to providing family support services, the pre-school-age child care program also links with the schools. We've seen far too few examples of after-school programs which have successfully linked up with the schools that the children attend during the day.

The Black Male Youth Enhancement Project in Washington, DC, worked out an arrangement with the public schools in Washington where staff at after-school programs have access to the kids' school records and the kids' report cards so that they can monitor the kids' performance in school as well as the work the kids are doing in the after-school program, and give the extra attention to kids who are falling behind in school. That's one model.

One of the programs under—funded under Representative Dade's act when we looked at it 2 years ago, had regular meetings with the school, with the teachers of the kids who attended the after-school programs, however, lack of interest by some of the teachers caused that program to discontinue.

We also believe it is important to link the school-age child care and link kids' other social services. And it's not just for children at risk. Jan Reinold, who runs the program in Wilmington, DE, that we looked at, said that all children are at risk. Even children who are on track can fall off track. And we have to work to bring the ones off track back on, but social services can keep kids headed in the right direction, and help hold kids who are in trouble back on.

Jan Reinold's program in Wilmington is located in a multifaceted social service center in a community which is a logical place when one thinks of social services. One of my favorite aspects of Jan's program is her dinner program. Older children in the center cook dinner for the younger children and serve 50 to 75 children a night under the supervision of a trained nutritionist. So kids learn about nutrition while they're cooking.

The program was initiated when Jan discovered most of the kids who attended the program lived on school lunches and snacks and only sporadically had hot nutritious meals. So she's seen any number of needs in a single program.

The Dallas Girls' Club Program has linked itself to the West Dallas Children and Youth Clinic to ensure children's health service needs are met, and it also holds regular seminars on a variety of health issues, sort of from on your skin to sexual reproduction.

The Sunnyside Center in Troy, NY, is funded by Catholic Charities, which serves children from 5 to 17. In fact, it conducts self-improvement for children of poor adults and delinquency programs. It also has a full-time social worker on staff who works with children and families who are in trouble in that community.

The center runs a thrift shop, food assistance programs and provides classes in parenting and in family budgeting for the family.

We really believe that these programs that are adequately funded to school-age child care programs can and do provide support, not just to the children, but to the parents as well. I've talked about a few of the really sterling models that we've seen around the country. However, all too few of the programs that we talked to you about, two out of one say that if we had more adequate funding, we could enhance the services that are currently being provided and expand the range of services and reach more children.

There is a critical need to increase the level of funding available to these programs. The problem is not that there's not a need for school-age child care. The problem is not that we don't know how to run school-age programs. The problem is, we fail to make a national commitment to high quality safe and affordable programs for our children.

We think the Children's Defense Fund has long past tried to do that. The Act for Better Child Care Services has a number of components in it that we can do this. The low interest loan and grants provided by the Act for Better Child Care Services and the fact that the bill encourages participation by public schools to help increase the number of slots. The fact that the bill provides subsidies to children up to age 15 would encourage that low income kid to remain in the program. The fact that the bill provides State regulation for school-age child care would help ensure that the care of these kids were safe and with some level of quality.

We believe the Act for Better Child Care Services is a good step in the right direction, and we thank Senator Bingaman for being the original cosponsor. I thank him for giving us this opportunity.

[The prepared statement of Ms. Tyler-Wilkins follows:]

PREPARED STATEMENT OF AMY TYLER-WILKINS

I would like to thank Senator Bingaman for providing a forum in which to explore the important issue of school-aged child care and for giving the Children's Defense Fund an opportunity to participate.

The Children's Defense Fund (CDF) is a privately funded public charity dedicated to providing a strong and effective voice for children, especially poor and minority children and their families. We believe that parents, churches, business, non-profit groups, and every level of government must work together to prepare America's children for the challenges and opportunities facing our nation now and in the future.

While this afternoon's hearing is designed to focus on school-aged child care, it is important to note, at the outset, that school-age children are only one of many groups of children in need of safe and affordable child care. Prudent public policy making calls for a systematic approach to the larger child care issue, rather than piecemeal solutions for various populations. American children of all ages need and deserve a comprehensive national child care policy and an increased federal investment in child care. Passage of the Act for Better Child Care Services (S.1885), of which Senator Bingaman is an original cosponsor, and its companion, (HR.3660) would lay the foundation for a decent child care system and increase the amount of safe and affordable care available for children from birth through age 15. Passage of S.1885 should be the focus for all of us who are concerned

about the health, safety, and optimal development of the children who need child care.

There are currently 14.75 million children aged 6 to 17 whose mothers work outside their homes. By 1995, that number is expected to grow to 34 million, amounting to four in five school-age children.

While the Census Bureau estimates that slightly over 2 million children care for themselves after school, others studies which interview both parents and children indicate that the 2 million figure underestimates the extent of self care.

A recent survey conducted by the Center for Youth Development and Research at the University of Minnesota, in the Minneapolis area - an area of relatively extensive child care resources - found that the majority of children were either taking care of themselves or in the care of only slightly older siblings for some portion of the after-school hours. Among the children who were in kindergarten or third grade, about half were alone daily or cared for by siblings.

In 1986 the Senate Youth and Aging Committee of the Pennsylvania State Legislature estimated that there were at least 120,000 children at home alone in the early morning hours and after school in that state.

The New York State Council on Children Youth and Families estimates that 100,000 to 300,000 school age children are left without supervision during non-school hours.

The State of California which provides subsidies to 8,000 low-income school-age children for child care, estimates that another 500,000 eligible children are going unserved.

Forty-one percent of the parents responding to a 1987 National Harris Survey of parents and teachers said that their children are often on their own between the end of school and 5:30 p.m.

These high rates of self care are not due solely to limited amount of care but also to the cost. In 1983 there were over 30 million children between the ages of five and 17 living below the poverty level. A 1986 CDF study of school-age child care programs in four states and three cities found that the cost of school age child care was ranged from $20 to $45 a week, far beyond what low-income families can afford and a significant outlay for moderate income families. If we are to ensure that the children most in need of the benefits that school-aged child care can provide have access to these programs, it is not enough to increase the number of slots, we must also help low and moderate income families foot the cost of care.

Thus far, public policy has failed to help low-income families meet the cost of care. At present the federal government funds school-age start-up costs through the Dependant Care Block Grant, which is funded at only $2 million a year and can not be used to provide low-income children with financial assistance. Among the 11 states funding School-age Child Care programs only California, New Jersey, and Indiana provide

assistance to low-income children.

After-school and summer hours are unassigned times that can and should be used to help low-achieving students catch up with their peers, or, ideally, to keep children from falling behind in the first place. This is an increasingly important use of such hours, given the link between basic skills and future employment. More and more, older teens and young adults with neither diplomas nor good basic skills are finding themselves locked out of the labor market. During the past 30 to 40 years, the importance of secondary and higher education to a youth's ability to compete in the job market has increased vastly. In 1960, 60 percent of America's young workers had high school diplomas. In 1980, 85 percent did. It is much harder today to find a job that does not require a diploma, and those jobs that are found often pay wages so low that young workers cannot support families. In 1984, only 32 percent of male dropouts ages 20 to 24 had earnings sufficient to support a family of three above the poverty line. Perhaps equally important, with or without a diploma it is more difficult today to find a well-paying job that does not require solid basic reading and math skills.

Offering support through a sliding fee scale that provides free space for poor families and requires an increasing co-payment as families' incomes rise above the poverty line will help guarantee low-income children access to school-age child care.

A community can address school-age child care needs in a variety of ways. Many models involve schools contracting with community groups to have the latter provide care in the school building. States can encourage more programs by allowing schools to provide or contact for school-age child care services, and by making funds available for start-up and operating costs of the before- and after-school programs. Funds can be made available directly to community groups. Periods when schools are not in session (summers and vacations) must also be covered so that parents can take and keep permanent, year-round jobs.

Appropriate quality standards and guidelines also should be developed for these programs. States should not simply use the same licensing requirement levels they use for preschool children.

The need for and benefits of an increased investment school-age child care are echoed by teachers, principals, parents, businesses, public safety officers and children.

Teachers support more school-age child care

A 1987 poll conducted by Louis Harris and associates for the Metropolitan Life Insurance Company interviewed 1,000 teachers across the country. Teachers singled out being "left alone after school" as the number one cause of difficulty in school.

Principals support more school-age child care

In a 1988 survey of its members the National Association of Elementary School Principals found that 86 percent of the principals responding believed that most communities needed after-school care, and 84 percent believed their own communities needed after-school care.

Parents believe school-age children need supervision, and worry when it is not available. Ninety percent of the parents responding to a 1982 study conducted by the University of North Carolina at Chapel Hill at 19 cites across the country believed that 9-to 11-year-old children require adult supervision. Seventy-three percent believed that children up to 12 needed supervision. Reports from ACYF studies in Minnesota and Virginia found that one-third of the Virginia parents and two-thirds of the Minnesota families were in fear of accidents occurring when children were in self or sibling care. The 1982 Chapel Hill Study found parents worry about unsupervised children coming under bad influence which might lead to drinking, drug abuse, fighting and gang activity. Parents were also concerned about telephone and TV time and overeating of junk foods. This same survey found concern regarding older children having too much responsibility for younger siblings.

Businesses are increasingly concerned about children who are unsupervised during the after-school hours.

Following a survey of large appliance use, the Whirlpool Corporation initiated its $1.1 million three year "Home Safe" project with the American Academy of Home Economics, to pilot various models of school-age child care and to teach older children about home safety. The Whirlpool survey found that many very young children were operating large appliances including microwave ovens and garbage disposals, without adult supervision in the afternoon hours.

Public safety officials support an increased investment in school-age child care.

One notable example of such support is the Orange County, Florida sheriff's office, which applied for and received one of the Whirlpool Home Safe grants following a rash of late afternoon accidents involving unsupervised children.

Children are worried.

In 1984 children were invited to write to the language arts magazine Sprint, which is read by fourth, fifth and sixth graders across the country. Children where asked to think of a situation which is "scary to you" and discuss how "you handle fear." The editors of the magazine were stunned when almost 70 percent of 7,000 letters that came in dealt with fear of being home alone, mostly while parents where working. The fears of these children

became reality for the James family of Reston, Virginia last Columbus day.

Because she and her husband needed two jobs to support their family, Sandra James was working part-time as a housekeeper at a local hotel. Affordable child care for her children was impossible to find, in her community an estimated 5,000 young children were competing for 453 day care slots. With no better child care option available, Mrs. James left Jermaine, her six-year-old son, and his six-year-old friend, Amanda Crossin, in the care of her eight-year-old daughter, Tina. When a fire broke out in their apartment, Tina ran for help, inadvertently locking the two younger children in an apartment engulfed in flames. Before firefighters could rescue them, Jermaine and Amanda were both burned to death. These were just two of an estimated 7,800 children who were seriously injured or killed last year in in-home accidents while they were unsupervised.

Since there is broad agreement that a greater investment in school-age child care is needed to protect children, enhance their school performance and to ease the minds of parents, the question before us is what kinds of programs we should be investing in.

I would like to spend the remainder of my time discussing key components of quality school-age child care programs. While there are many important elements, I would like to focus on five.

1. **Age appropriate activity**
2. **A mix of recreation, academic, and cultural activities**
3. **Parent involvement**
4. **Links to the children's school**
5. **Links to other social services**

Age Appropriate Activities.

In the field of child care for pre-school age children there are widely accepted developmental stages around which programs are based. When we speak of child care for younger children we speak about infant care, toddler care, and pre-school care. However, our language lumps children age six through high school age into school-age child care. It is absolutely critical that in developing a school-age policy, and individual program, attention be given to the fact that there are vast differences in the needs and interests of school-aged children at various development stages, and that the programs be tailored to these stages. This attention, while important for school-aged children of all ages, becomes increasingly important as children mature, and are increasingly able to "vote with their feet" by not attending programs that are uninteresting to them or are seen as "babysitting".

The Challengers Boys and Girls Club which serves low-income 6 through 17 year olds in South Central Los Angeles at three sites

(two for children ages 6 through 12 and one central program from 13 through 17 year olds) with age-tailored educational, cultural, leadership, social, and recreational activities to children are offered a job development program. Because of its' program design, it is not unusual for a child to enter the Challenger program at age six and remain until age 17.

Boys Harbor in New York City offers services to 6-to 14-year-olds. The program is divided into junior children (5-to-9-year-old) and senior (10-14-year-old) children. Staff determines the program of the younger children while older children are given a range of special activities to choose from with staff guidance. Special activities offered to nine through 11-year-olds include, animal dissection, chorus, and mime.

The Youth Services of the West End Neighborhood House in Wilmington, Delaware and the Carole Robertson House in Chicago both recognize the critical role that allowing older children to participate in program planning and decision making play. It not only keeps older children interested in the program, but also helps children learn about decision making, group process and responsibility. Staff at the Wilmington program hold weekly program discussion sessions to take children's suggestions and program changes. The Carole Robertson Center hire their older participants to help with program activities for younger children. Additionally, there are two participant slots on the personnel committee which is responsible for hiring and firing staff.

2. Good Program Design includes a mix of Academic, Cultural, and Recreational Activities.

While it is true that one of the main benefits that students can reap from before and after-school child care is enhanced school performance, either by receiving the additional help they need to excel or by receiving the support they need to reach or maintain a grade level. The Children's Defense Fund strongly believes that looking at after-school programs as an extension of the academic day, is not the ideal. Programs should address the child's physical, social, emotional needs, as well. A well rounded program deals with the whole child, not just the student.

There are many models, which set aside time for homework, and some require that students finish their homework before participating in other activities. It is the inclusion of other activities that CDF deems critical. These other activities should, provide some amount of structure, and not be a free-for-all in a cafeteria or gym.

A few outstanding examples of non-academic, but stimulating activities, that we are aware of include: The program offered by ARTS Inc. which services children on Manhattans's Lower-East side. The population served is primarily Chinese and Hispanic. In 1982 ARTS published a 432- page "Trictionary" a Chinese-English-Spanish glossary written and translated by program participants. An Encyclopedia is now in the works.

Children at the Carole Robertson Center wrote a proposal and received $500 in funding from a local community development group to refurbish a community part.

The Levels program, in Great Neck New York which services children from 5th through 12th grades and is supported by the public library, puts on 8 to 20 theatrical productions each year. The productions teach children the value of cooperative and children handle all phases of production from directing to technical work to publicity and fund raising. Each production is self-supporting and raises $300 to $500 per production.

In some cases the nonacademic component may be used to get children to participate in the programs academic components. The Black Male Youth Health Enhancement Project in Washington, D.C. services boys from ages 11-17. The main "draw" for the boys is the program's basketball teams. However, boys may not attend basketball practice if they fail to attend study hall. If they do not attend practice they cannot participate in games.

3. Parent Involvement.

As in programs for younger children, school-age child care should be a family support service. In order for programs to act as support services, they must include strong parent involvement components. At a minimum, parents should call ahead of time on days that their children will not be attending a program, and conversely programs should notify parents on days that their children are unexpectedly absent. This is the most limited type

of parent involvement, however, examples of programs with more extensive parent involvement components include:

The Challengers Program (Los Angeles) which has a mandatory parent orientation program. Parents are expected to volunteer in the program four hours a month and are expected to attend monthly meeting with their children. Turnout for these meetings is reported to be higher than turn out at PTA meetings in the community. In addition, the program runs an occasional series of seminars for parents, bringing in outside speakers on a wide range of issues.

The Carole Robertson Center (Chicago) is governed by a board which is 60 percent parents. The other 40 percent is elected by parents and represents businesses and the broader community. The center's Family Support program is entirely managed by parents and offers discussion and support groups, aerobics and weight loss classes.

Plaza De La Raze in Los Angeles is a multi-faceted cultural education which uses fine arts, drama, music, and dances to share and preserve Hispanic culture. Classes are available for students from grade school age through adults, and many classes include both children and adults. All but nine of the 80 available classes are not available to children under 15.

The Girls Club of Dallas is one of 10 Girls Clubs in the U.S. to take part in a national teen pregnancy prevention study conducted by the Club. One component of the program is called Growing Together a five week course for 12-14 year old girls and

their mothers. The classes focus on communication between mothers and daughters around sexuality and the consequences of pregnancy.

4. Links to the Schools.

Whether the program is operated in or off the child's school site, linking the after school program to the school is absolutely critical. Linking the two can help ensure that problems are identified early, and that they are addressed in the most comprehensive manner possible. We are aware of only a very few programs which have successfully bridged the school to after school gap.

The director of the Black Male Youth Health Project Washington, D.C. has worked out an arrangement with local schools that gives him access to participants report cards, which allows the program to monitor participants school performance, apply pressure, and provide extra support to students who are falling behind. One program CDF spoke with in Indiana, funded under Representative Day's iniative, had its staff meet regularly with the teachers of children enrolled in the child care program. However, lack of interest on the part of the teachers lead to the discontinuation of the program.

5. Links to other social services.

While many believe that linking children and their families with social services is only an issue for "at risk" children,

the Children's Defense Fund shares the view of Jan Reinold's Wilmington Neighborhood House, which is that "all kids, even the good ones, are at risk of falling off track. We have to work hard to keep kids on track and to help those who have fallen off get back on."

Because Jan's school age child care program is located in a multi-purpose community center, it is easy to establish the link between children enrolled in her program and other needed social services. An example of this is the dinner program, which is sponsored by the Dupont Corporation and the state of Delaware. Teenagers enrolled in the program prepare dinner for 50 to 75 youngsters under the supervision of a trained cook. In the process "cooks" learn about nutrition. The program was initiated when it was discovered that many of the participants lived on snacks and school lunches had hot meals only sporadically.

The Dallas Girls Club implemented the Health Bridge program in 1986. It offers weekly classes on a wide variety of health issues. In association with the West Dallas Children and Youth Clinics, girls are able to attend the clinic to have their health care needs addressed.

The Sunny Side Center in Troy, New York is funded by Catholic Charities and provides services to children from age five to 17. The center conducts self-esteem groups for youth with poor self image and an anti-delinquency program. Both programs are staffed by a family social worker who meets with both the child and the family. The centers' social workers also make

home visits to families in trouble. The Center runs a thrift shop, a food assistance program, and provides classes on parenting and family budgeting. If a family's problems are beyond the expertise and resources of the Center's staff, the Center will refer the family to other social services agencies.

Well designed and adequately funded school-age child care programs can and do provide important supports for children and families. However, there are far too few affordable spaces to meet the large and growing need for safe and supportive school-age care. The need for an increased investment in school-age child care - not just to expand the number of spaces - but also to help low-income families meet the cost of care is pressing. While I have highlighted a number of model programs and their special components - all too few of these programs are available. Additionally, each of the programs contacted indicated that if more funding were available, they would be able to enhance the services they are currently providing, to expand their range of services, and expand the number of children that they serve.

The question is not whether or not we need more school-aged child care. It is not that we do not know the elements which should be include in a school-age child care program. The question is why we have not made a national commitment to expanding the availability of school-age care. It is long past time to make that commitment. The Act for Better Child Care Services, by establishing grant and low interest loan programs and encouraging the participation of the Public School System,

would help increase the number of school-age child care spaces, by providing subsidies to children up to age 15 it would allow more low-income families to reap the benefits of school-age programs, by requiring that states develop school-age child care regulations ABC would ensure that the children were safe. Passage of the Act for Better Child Care would be a significant step toward the kind of child care our families and their children need, for children of all ages.

Senator BINGAMAN. Thank you very much. Let me just ask you some questions and then we'll go to the second panel. Let me ask, first, John Day, how is your State program coordinated? Who is—which agency—how is it operated and implemented?

Mr. DAY. Let me answer your question to make a point that I didn't earlier—the State Department of Human Services coordinates the programs, and the public schools and the nonprofits write or apply for funding, and we have far more grant requests than funds for them. Probably last year close to a million dollars could have been spent on applications that were worthwhile, but not enough funding. So they go on first come and first serve basis, and based on a written set of criteria and standards.

Let me make a quick point on the funding part. The 1987 bill, while it's pretty modest, $400,000 a year, there is a 6-year sunset on a cigarette tax, that part of it is for school-age child care. This $400,000 is available every year for the next 6 years, and expires June 30, 1993, at which time it can be reauthorized. It is a modest but consistent amount.

Senator BINGAMAN. Let me ask Mickey if I could, this is a question I think you alluded to in your statement. As far as training of people to actually accomplish this child care in a school setting, what is being done? What examples are there of States or localities or something actually implementing a training program for people who perform this?

Ms. SELIGSON. Well, the training should be available to people who are working with the schools, and with the kids in more than school settings. So we're talking really about the child-care workers who are providing school-age child care in all kinds of agencies, private and public.

There are models of training out there that many States have implemented which are a combination of child development, recreation, and education. People need to know the developmental ages and stages of school-age children, so that they can set some goals for the program and activities that go along with those.

Another thing that's important is a kind of modeling. People need to watch each other in the programs and be able to evaluate what is good practice in school-age child care. This is really important and there's not enough of that. There are few places where that's going on. A lot of this is happening in the sort of private sector. I mean by that, private nonprofit sector where people are forming associations who are providers and getting their own training. But this, of course, is very haphazard. I mean, if you happen to be in a place where an association is formed and it happens to be on school-age child care, you may happen to get trained.

Senator BINGAMAN. Mickey, here in your statement you really didn't make a direct recommendation and address what should be done at the national level, other than passing the Act for Better Child Care. Are there things that you think should be done at the Federal level that are going undone?

Ms. SELIGSON. Well, I think that it's very important to set some funding and some attention to school-age child care because it has been kind of the stepchild of the field. I think we can still do a bit more of that. I think we need to reauthorize this Dependent Care Block Grant. I think we could definitely put more money beyond

startup; operations money for low-income kids, under that program. But I think ABC is the direction we need to go, which is, we're talking about a continuum of care from infancy all the way up to 15.

We need to establish links between the age groups, between the services so that the funding is coordinated at the State level and at the Federal level. Right now we have no Federal presence, really, in child care to speak of. And I think school-age child care should be seen just like infant care, and preschool care, and all the different age groups as part of that system. ABC begins to do that. So I wouldn't abandon the special programs. I would keep them going and I would increase them, and I would also—I think a lot of things can happen in States which can then inform Federal practice, and we've seen that that's been true in this field. So that's what I would say.

Senator BINGAMAN. Amy, let me ask you, the focus—a lot of it you said—is on disadvantaged children, and their needs. I gather what you're saying is the need is significantly greater in that group, or that the need is equivalent in all the different groups, regardless of income level, but that the disadvantaged are just not able to take advantage? What is the situation?

Ms. TYLER-WILKINS. The cost of school-age child care is very prohibitive for low-income families. The second thing is that low-income kids, who have at least access to these programs, have the most to gain from these programs. They are kind of the most fragile children. They're the children who need to be shored up. They're the kids whose school performance is most at risk. When you look at the basic skills level, you know, low-income kids tend to have lower basic skill levels. So while all children need the support and nuturing that good school-age child care programs can provide, it is our low-income kid who will profit most by giving them access to them.

Senator BINGAMAN. Tell me about the—you say California's got a program where they serve 8,000 disadvantaged and they've got 500,000 they're not serving. Tell me about the 8,000. How are they providing that service for the 8,000?

Ms. TYLER-WILKINS. They provide it through their Department of Education. California is different than anybody else. They provide it in a variety of settings, in the school and nonprofit organizations. You really, you know, California has developed a very good model which brings together all of the partners, the public schools, what Mickey called the private sector organizations, and it works, except it is just too small. And what California needs to do is to expand what is there.

Mickey, do you have anything to add?

Ms. SELIGSON. I would just add that California—the only problem with California is that it was kind of precipitous, and as in many legislative programs, suddenly 1 day you have a program and 2 days later you're supposed to have kids in it around the State, and you're supposed to have an evaluation process in place, and so on.

So, I think that the California model has gotten off to a fairly rocky start, but there is an evaluation of that, Senator, which we probably could get to you that was just completed. So that there's

really new information about how that model works and recommendations for the future.

Senator BINGAMAN. How does the Florida Latchkey Clearing House work? I mean, what do they do in the Florida Latchkey Clearing House?

Ms. SELIGSON. My guess is that it is a center on startup techniques, on identification of resources for programs that want to tap into private sector funding, and public streams of funding, that it does training, and it probably does a whole array of things that the field needs. That's what I would put into place if I were in Florida. I don't know all the pieces, but that's pretty much my sense of it.

Senator BINGAMAN. Well, I would like to continue to ask questions. We're running way behind, as all these hearings do, and let me just thank the three witnesses very much for coming to New Mexico to help us with this. Obviously, there's a tremendous amount of expertise and knowledge represented here at this table. We appreciate your presence here. Thank you very much.

We've got two other witnesses who are here in the next panel. I'd like to bring them forward if we could, Lou Gallegos, who is the director of the New Mexico State Department of Human Services, see if he will give his testimony, and Laine Renfro, who is a consultant with the New Mexico State Department of Education. Why don't we do that, and take a short break after that, and we'll have the rest of the two other panels come forward following that.

So, if Laine Renfro would come forward, that would be good.

OK, let's start up. We're now going to turn to the examination of the school-age child care issue here in the State of New Mexico. And we have some very distinguished witnesses here. Lou Gallegos to begin the panel. He is the secretary of the New Mexico State Department of Human Services. He's responsible for the $6.5 million child-care budget that we have in our State. Before his appointment as the secretary of the department, Mr. Gallegos was the State director for the Farmers Association and former aide to my colleague, Senator Domenici. In 1972, Lou served as regional director of the food stamp program.

We appreciate you being here very much. Maybe you could hold that mike so that everybody in the back can hear.

STATEMENT OF HON. LOU GALLEGOS, SECRETARY, NEW MEXICO STATE DEPARTMENT OF HUMAN SERVICES

Mr. GALLEGOS. Good afternoon, Senator Bingaman. I have to express my deep appreciation for your initiative to bring this issue to the floor in New Mexico. We hold to the position that 1980 is the year of the child, and this is one major aspect of interest to children and adults.

I don't suggest—just to begin my testimony, that if, in fact, we had a solid program of care for children, the issue of ditches is dangerous, in the South Valley of Albuquerque would not loom as being the hazard as it does today. Clearly, that demonstrates one specific area in which we could address by improving our services in this regard.

We have to understand the setting we live in today. The increase of single parent households and two working parents is creating a

great need for child care and, naturally, not all of that child care is available. The human services department supports a convenient school-age program that is in the child's neighborhood and does not require transportation. We support a program that could serve the child in the early morning before school starts and the early days when teachers have planning responsibilities and school holidays and during summer vacation time.

We support a program that is based on a specific need of school-age children. Children who spend a day in regulated school settings need opportunities to use their large muscles to run, to climb, to let loose and change the tempo of their day before they can settle down to another structure. Some children need a drum, some need a soft setting environment. Some children may need to be alone, but every single child need caring, understanding, supportive adults.

We need a program that is affordable to all families. We need a program where young children, whether headstart kids, kindergarten, first grade, where they can remain with the same group all day, in half day programs. Some children come in contact with as many as 50 other children during the course of the day and as many as six teachers. It is important that the Federal Government be a participant in the development of some basic regulation because we need to ensure that we have a quality of service.

And we need to look at providers, volunteer organizations, nonprofit organizations, in terms of encouraging them to identify in their own minds this new role in providing child care. For child care needs to be viable; we need to provide employers and others who enter into this enterprise with special awards, recognition. We need to help in that way to help programs grow.

At present, New Mexico is encouraging the development of a latchkey system, and as was alluded earlier in the testimony, in New Mexico, we recently did fund through the New Mexico Vocational Technical Department, Educational Department and the Human Services Department for a program through New Mexico State to provide nutritional snacks, providing enriching and developmental programs, sufficient appropriate staff and evaluation of the services which needs to be done. However, in the future, we need to continue to support the present latchkey programs in the State. We need to find funding to increase the program to serve all families in every locality in the State. And we need to develop standards in regulation to assure the safety and the quality of this service. We need to involve private businesses, professional associations and clubs, legislators, and the average citizen with not only the value, but the benefits that accrue to all of us as a consequence of those programs.

I would like to believe that in New Mexico we made some progress. You have to look at progress in terms of where we began and where we're at now. But in the last 2 years that I'm particularly familiar with, New Mexico has put forward an additional $2.2 million in day-care resources to be provided for children. We believe that inadvertently we may have been a little innovative in that this year we finally completed work creating a day-care fund that's to be funded through the increase of funds in vital records. I believe that the funds are going to grow and enable the State to

have a predictable source of revenue to enable us to go into other areas such as latchkey programs.

I think that at the Federal level we need Federal agencies in the Congress to look at a few programs to see how they can be adjusted to encourage more day care. For example, we're looking at title XX, in particular here. I am concerned that title XX for day care has not been initiated into Indian reservations, and I would suggest that title XX be amended to allow for a direct grant without having to go through the State to Indian tribes and nations.

In addition to that, I would suggest that the Job Training Partnership Act be looked at in terms of improving the performance in providing day-care stipends for enrollees in that particular program. I would also suggest and examination of the target tax credit to see if in fact that program can be used as an incentive to employers and the private sector in general to begin to look at day-care services from their standpoint.

In New Mexico we believe that child-care programs need to be better coordinated to that end. We do have a cabinet council which is chaired by the secretary of the department of health and environment and on which I serve as a member, and our principle objective today is to ensure that we establish a data base such that we can confront the types of services that children are receiving and those they are not, and I think we can implement this particular type of information system, that we'll be able to have much more effective planning on behavior of the children, including the provision of improved day-care systems.

Senator Bingaman, that is the extent of my testimony. I thank you very much, and it is indeed an honor and pleasure to be able to present the views of the State.

[The prepared statement of Mr. Gallegos follows:]

PREPARED STATEMENT OF HON. LOU GALLEGOS

THE "LATCH-KEY" CHILD

The term "Latch Key" brings images of a sad, lonely child with a key around his or her neck going home to an empty house, no one to talk to about the day at school, no caring, no direction. The parent at work is worried and anxious to know where their child is, and what that child is doing. New Mexico Human Services Department is truly concerned about both the "Latch-Key" child and the parent.

The increase of single parent households and two working parent households create a great need for child care. Not all the available child care centers have programs for school age children. Some of the school age programs are great distances from the school and require transportation. Parents usually need to be at work before school starts and thus creates a problem for the child in the early morning as well - where can this child go to be safe and cared for before school?

The Human Services Department sees the need for:

* A convenient school age program that is in the child's neighborhood and does not require transportation.

* A program that can serve the child in the early morning before school starts, on "early days" when teachers have planning responsibilities, on school holidays and during summer vacation time.

* A program that is based on the specific needs of school age children. Children who spend the day in a regulated school setting need opportunities to use their large muscles, to run, to climb, etc. to let loose and change the tempo of their day before they can settle down to another structure. Some children may need a calm, soft setting, some children may need to be alone, and all children, every single child, needs a caring, understanding, supportive adult.

* A program that is affordable to all families.

* A program where young children (Head Start, Kindergarten and first grade) can remain with the same group all day. In half-day programs some children come in contact with as many as fifty children a day and as many as six teachers.

It is important that the Federal Government develop basic regulations for school age care, however these regulations need to be refined and designed to meet the special characteristics of New Mexico, then further designed to meet the special community characteristics. All agencies, Federal, State and local need to work together to develop regulations that will meet the needs of families and still provide a quality service.

Federal regulations need to be reviewed by a task force of state agencies that serve child care. This would be the HSD, Social Services Division and Health and Environment Department, the Licensing Section, the Child Care Food Program and the State Department of Education.

These regulations need further input from individual communities. Public Awareness programs are necessary to involve parents, community leaders, service agencies, business community and the citizens at large.

Continuous information (newsletters both local and statewide, TV and newspaper coverage, community programs,e etc..) is needed to keep the public awareness alive and supportive of current legislation and fund raising to further quality school-age care.

One of the effective approaches to improve the "Latch-Key" system is through public awareness that will lead to legislation to fund "Latch-Key" programs. Innovative and creative programs need recognition. Employer sponsored child care needs to be very visible, and special awards, festivities, etc to friends and supporters of "Latch-Key" systems help programs grow.

At present New Mexico is encouraging the development of Latch-Key systems. A recent school age demonstration project was funded by New Mexico Vocational Technical and Adult Education Department and Human Services Department. Ten programs were funded to provide care in schools or community agencies. The programs charge a fee so that they can become self-sufficient. The program requirements are:

* to provide a nutritious snack
* to provide an enriching and developmental program
* sufficient and appropriate staff
* an evaluation of the service with support from new Mexico state University.

In the future we need to continue to support the present "Latch-Key" programs in the state; we need to find funding to increase the programs to serve all families in every locale in the state, we need to develop standards and regulations that assure the safety and the quality of this service, we need to involve private business, professional associations and clubs, legislators and the citizen in the street to the values of quality Latch-Key programs. The results will be

* fewer delinquent behaviors
* less stress for the New Mexico families
* growth of productive citizens for the future all leading to a saving of future monies

Programs for the "Latch-Key" child are definitely important to New Mexico's families.

Senator BINGAMAN. Thank you very much, and before I ask any questions let me call on Laine Renfro.

Ms. Renfro, today, is representing the New Mexico State Department of Education. She serves as the State superintendent for home economics for the last 9 years. Previous to that position she taught home economics in the Albuquerque Public Schools for 11½ years. She's also been involved in vocational education organizations and issues in the State, and we're very pleased to have you here.

STATEMENT OF LAINE RENFRO, SUPERINTENDENT, VOCATIONAL HOME ECONOMICS EDUCATION, NEW MEXICO STATE DEPARTMENT OF EDUCATION

Ms. RENFRO. Thank you, Senator Bingaman, and I'm also pleased that you asked the department of education to respond at this hearing.

I entitled my presentation, "Meeting the Needs of Latchkey Children." It is very rewarding when we fund a project through some of our Federal dollars and to hear other people in the State know where those funds are going because sometimes we, as everyone here knows, operate in a vacuum.

The majority of my testimony, is to discuss the project that we've been funding for 3 years at New Mexico State University. The first 2 years we funded it out of Carl Perkins vocational funds through both the consumer homemakers portion of the act and single parent homemakers funds.

The first year of the project the survey was conducted and it was limited only to the Las Cruces area because we wanted to be able to manage the population. Questionnaires were sent to four populations: Superintendents; principals; legislators; and home economics teachers. Actually—excuse me, the first year the questionnaire was sent to just community people in the area of Las Cruces to determine a need for day care and latchkey children. Twenty-one percent of those respondents said they'll use after-school care, and 27 said they'll use summer care.

The second year we sent the questionnaires to principals, legislators, and home economics teachers. We got some interesting results from that study, and I'd just like to share a few of the highlights with you. The figures show 72 percent of the teachers, 63 percent of principals, 51 percent of the superintendents, and 35 percent of the legislators saw the provision of care for latchkey children very important; 67 percent of the teachers, 56 percent of the principals, and 46 percent of the legislators felt it was the same for both principals and superintendents and that the legislators should be very, or somewhat involved in funding latchkey child care. However, 94 percent of the superintendents, 86 percent of the principals, 82 percent of the teachers, and 47 percent of the legislators felt that financial support for school-based child care was their major concern.

Legal aspects and staffing were the next highest concerns of all groups that were surveyed. Currently we are administering the same survey with nurses, school counselors, and local school board

members to determine their perceptions of latchkey needs and whether or not they feel that latchkey care is an important issue.

A year ago the grant that was mentioned earlier did come to health and social services. In looking around the State to see if anyone was involved in the child-care or latchkey issue, fortunately, somebody found out that the State department of education had been involved for 2 years in the latchkey project and came to us and asked if they could cofund the 3d year of the project with us and fund some pilot projects in latchkey. We were delighted, of course, to be able to make our money go a little bit further and participate in this coutilization of the Federal block grant amendment.

It did go to New Mexico State University, where we already had the 2-year funding going on, and we were able to then fund some pilot sites, and I'm pleased to say to you people in the audience, the Belen School, the Placitas School in Bernalillo, the YMCA in Las Cruces, the Santa Fe Girl's Club, the Taos Valley and the Los Lunas Schools, they were awarded—I knew I couldn't go through this whole thing without making a mistake—awarded the pilot funds, $3,000 to $5,000 each. As was mentioned earlier, the moneys aren't gigantic, but they are a step.

We also, at the same time, had been developing a manual to be used and to be field tested, and as it worked out, we are now field testing it in the pilot schools. As soon as the pilot schools have finished field testing, the manual will be made available through our joint grant to any other school districts or nonprofit agencies that would like to become involved in the latchkey funding or latchkey care.

I'd like to make a couple of other statements in regard to some of the things that I think are going on in the State. One of the things that we have not done at the State department of education was to survey the schools to find out how many schools are truly involved in after school, before school, or summer school care. However, I think you'll hear from some in the next group. Santa Fe is going to be talking. We see this as a true partnership process. The State department is working in the partnership arena.

I just heard a presentation from a Hobbs elementary school and the chamber of commerce in Hobbs. We have a tutorial program in two elementary schools from the time school is out at 3 in the afternoon till 7 for volunteer older children participating to help in after-school tutoring of younger children. The extention serves through 4-H—through a 4-H project which is directed to the elementary schools in the State of New Mexico to train elementary school children in the areas of safety, self-help, and some nutritional snack preparation that's been going on in New Mexico for 3 or 4 years. I just don't know which schools are participating in that.

As was mentioned earlier, the State department of education through vocational home economics has been working for a long time in their resource and referral projects. The one that was mentioned, Carino, is one of our pet projects that we funded in its very first year of funding through our vocational Federal moneys as well as a project now in Roswell and in Santa Fe. We're also funding a sick child care project here in Albuquerque which does pro-

vide parents with an alternative if their child cannot attend school or participate in a regular day-care setting.

And that's the extent of my testimony, and I also want to thank you for inviting us to participate.

[The prepared statement of Ms. Renfro follows:]

PREPARED STATEMENT OF LAINE RENFRO

MEETING THE NEEDS OF LATCHKEY CHILDREN

Developed by: Laine Renfro, State Department of Education
Vocational Home Economics Education
March 8, 1988

Utilizing Federal monies through the Carl Perkins Vocational Act, the State Dept. Ed. has been funding a New Mexico State University Home Economics Department project through four phases. The early phases of the study were questionaires to determine the need for after and before school and/or summer care for children grades K-8. Twenty-one percent of the respondents from the Las Cruces parents group indicated they would use after school care, twenty seven percent would use summer care. Respondents appeared interested in quality, age-appropriate child care programs in the schools.

New Mexico superintendents, principals, legislators and home economics teachers were then administered the questionaire. 72% of the teachers, 63% of the principals, 51% of the superintendents and 35% of the legislators saw the provision of care for latchkey children very important. 67% of the teachers, 56 % of the principals, 46% of the legislators felt that the legislature should be very or somewhat involved in funding latchkey child care. Financial suppport was the school-based child care concern of 94% of the superintendents, 86% of the principals, 82% of the teachers and 47% of the legislators. Legal aspects and staffing were the next major concerns of all groups.

Currently nurses, school counselors and local school board members are being asked to respond to a similar questionaire. In addition a step-by-step manual for delivering quality latchkey care is being developed to assist schools and agencies in the planning for and establishment of school-age child care programs.

A component part of this project, jointly funded through Health and Social Services, was proposals sent to all superintendents, Parks and Rec. programs, YMCA. YWCA, and other selected community agencies to provide demonstration, thriving school-age care programs to meet the needs of latchkey children. The funded projects are: Belen Schools, Placitas School (Bernalillo), YMCA in Las Cruces, Santa Fe Girls Club, Taos Valley Schools, Farmington Schools, & Los Lunas Schools. These schools/programs will be pilot testing the manual developed by NMSU. Each site is funded at $3,000-$5,000 for the remainder of the school year and for part of the summer. It is hoped that funds will be allocated on a proposal basis for the coming year and monitored by NMSU and the SDE Vocational Home Economics Division.

Senator BINGAMAN. Let me just ask a few questions, if I could. You have indicated that there is a cabinet level task force that's looking to develop a data base, is that what I understand, and the secretary of health and environment is heading that. I was wondering, is that group going to prepare some kind of study on the extent of resources going into this, the extent of the need? What is exactly the——

Mr. GALLEGOS. Senator Bingaman, it is cabinet led by cabinet secretaries. Included in that council is a State superintendent of public schools. What we have looked at to this point is a data base that has been developed and injected in the State of Utah.

In many ways it seems to meet our needs and in some it does not. I believe that we are considering a contract at this point, possibly of contracting to develop the data base, but we don't have that. But I think that the cooperating departments in that cabinet council can come up with something like this, but it is important for us to have that in order for us to be able to ascertain where children are getting services and where they are not. Much reference has been made here to the continuum care, but there is a lot of continuous care, including a continuum of child care other than in the home.

Senator BINGAMAN. Let me ask on this business of funding, making funding available for low-income families for children—low-income parents, I gather that from what Amy had said in the previous panel that 91 percent of the funds available through this block grant program are targeted for that group, and is there any funding being provided in our State for low-income children at this point with regard to school-based child care—school-age child care?

Mr. GALLEGOS. Senator Bingaman, I can respond in this way. Out of approximately $4.6 million in day-care funds that we have, by and large, most of it is in fact for low-income children. One of the conditions of title XX that it be so, but day care breaks out into these broad areas. One is protective services and one is income eligibility, and the other one is post-AFDC, so, clearly, the day care that we have in the State of New Mexico is heavily directed at serving the needs of the delinquent children.

Senator BINGAMAN. But those are not school-age day care or school-age child care?

Mr. GALLEGOS. Senator Bingaman, they are not specifically defined that way, but school-age day care is not excluded from being funded through our particular programs. That is, if there's a child who is school age and needs the care, and the parents are other than income eligible, the subsidy would be provided.

Senator BINGAMAN. How much of the title XX money, as you understand it, is going to serve students of this age?

Mr. GALLEGOS. I don't know the answer to that question.

Senator BINGAMAN. My impression was, and, as I say, I'm just beginning to learn something about the issue, my impression has been that title XX is almost exclusively for the preschool younger children, and not a great deal of that money is made available for school age, but you're not familiar with that?

Mr. GALLEGOS. Senator Bingaman, I don't know the exact breakout. But there are a number of school-age children who by virtue of their parents participating in program AFDC, work incentive pro-

grams, or community services or the like, in fact, are receiving the benefits.

Senator BINGAMAN. OK. Laine, let me ask, on your manual, when will that be available?

Ms. RENFRO. It is being field tested this year. The project runs through the summer and into the early fall, so my guess is as soon as it is finished—we finish field testing and we're advised it should be available. So I'll say probably around January.

Senator BINGAMAN. Who's the target audience for this? Is it principals of elementary schools or teachers, or is it superintendents? Who are you writing this manual for?

Ms. RENFRO. The manual is actually for the providers. It's a curriculum guide for the schools or for the nonprofit organizations to use in providing the daily activities.

Senator BINGAMAN. I see. Has that been done in a lot of other places? I mean, do you have models that you could use around the country?

Ms. RENFRO. The person who did the manual for us did an extensive research project and utilized a lot of the other manuals that were being developed, and also I think used a lot of information she gleaned from the very first assessment that was done, the questionnaire that was done in the Las Cruces area as to determining what kinds of care and areas parents want to do training and some help in.

Senator BINGAMAN. The 10 pilot projects that you have going now, don't parents pay a fee to have their children enrolled?

Ms. RENFRO. I think each of the projects is set up independently of the other, and I haven't read their proposals for those projects.

Lou is nodding his head and looking at his notes. He may have more than I do, and I think the schools and nonprofit organizations that's submitted just said what they were going to—I have not seen those.

Senator BINGAMAN. All right. Well, again, I could ask a lot more questions, but we are behind time and I appreciate your taking valuable time to talk with us today, so why don't we take a 10-minute break and come back with the rest of the witnesses.

[A brief recess was taken.]

Senator BINGAMAN. We need to start up again. We have two additional panels this afternoon, and I know we have a child care program going on outside, which is great, and something to commend the public library for, but why don't we go forward with the testimony.

Let me use the same procedure that I followed before, and introduce each of the witnesses one at a time, and then after each of them has testified, after all of them have testified, we'll have some questions for the whole panel.

Mr. Prather is the superintendent of the Los Lunas public schools. Before assuming this position, he was the director for the Albuquerque Public Schools, and in addition to being known as a leader in development and the implementation of early childhood education programs, he has interesting thoughts and insights into school-age child care programs, and we appreciate the leadership he's provided in these areas. We appreciate his testimony.

STATEMENT OF HUGH PRATHER, SUPERINTENDENT, LOS LUNAS PUBLIC SCHOOLS

Mr. PRATHER. Thank you very much for the opportunity to raise several issues related to the title of the hearing today.

Senator BINGAMAN. Maybe we can get someone to close the door, that would be a help to us.

Mr. PRATHER. In the area of school-age child care, we heard some interesting challenges—I was thinking hard to try to put the thing in New Mexico's perspective. It is a little different here. We, oftentimes, in Albuquerque forget that we're looking at a State that is predominately rural. In fact, it's of interest to note, I think that out of our 88 school districts the median school enrollment is around 750, so that means 4 of the 750 total we have a sizable quarter of those in the 200 smaller realm. So you're talking about an interesting phenomenon. You have to acknowledge that when we talk about the range of issues involved in school-age child care here in New Mexico, we are looking along the Rio Grande corridor.

Most of us are well aware of a suburban area beginning to develop, south of here from the town of Hatch through Las Cruces. But a large part of New Mexico has a whole different set of needs and a whole different set of norms, and children who ride 45- to 50-mile bus trips to take an hour and a half to an hour on their way home are facing a different set of issues than most of us who have been talking here today.

Possibly at least half of the States are affected by the general concept of children going home to empty homes after school. And I heard the statistics talked about this afternoon, and I'll share a personal statistic. The superintendent of a middle-sized school district has the luxury of doing this once in awhile. I parked the car at the middle school loading zone, boarded one of the buses and about this time was out on the area—in our area known as Meadow Lake on the east mesa, a development just at the foothills of the Manzano Mountains, watching the driver drop kids off at 3 o'clock on an afternoon—on a Friday afternoon, and I did a little bit of research, in certainly not a very statistical accurate way. As I asked the kids getting off the bus, was anybody home, about 60 percent, about 40 of those 60 kids the answer was, no.

Now, that's typical, I think, in terms of middle school, high-school-age kids. I'm sure they have no one to fend for them in terms of safety issues. I hope during the few minutes that I have, I can spend discussing the work with you or presenting the concerns to you in talking about three major points.

First, I'd like to talk about some of the district experiences that we've had in the intermediate-size school districts in Los Lunas attempting to be responsive to what we think that the schools have in the way of a shared responsibility. We don't think it is solely a school responsibility, but it is something that the school has to be responsive to.

Second, I'd like to suggest to you some of the problems that anybody getting into this is likely to encounter, because these are what is known as charting new paths and breaking new ground. We're going to be hitting areas that we've never done before. Nat Hearndon wrote a book a few years ago about schools in general, talking

about how schools are supposed to be. We don't have any way of knowing how it's supposed to be right now in before-and-after child care in this country. There's no real form yet established and it is evolving.

I'd like to suggest some of the experiences that we've encountered and finally, from a school superintendent, I'd like to offer some suggestions on some responses throughout the State that I think would be helpful. I don't have a perspective on the Federal role since our emphasis has been so heavy in educational and local initiatives, but with that in mind, let me talk very briefly about those three dimensions.

First, we've had before- and after-school child care for school-age children in Los Lunas now going into its second year, and the lady in the audience who deserves the bulk of the credit on what has happened is Melodie Good. Melodie is a person who saw an opportunity too, in our school district, to make something happen. She brought it to us, a proposal which did not directly address before-and-after school-age child care, but was talked about in a new way to look at using our schools in our school community in the concept of community education, and this concept of community education is a very logical place to house and repose school-age child care.

Melodie worked with us to obtain a grant from the New Mexico Community Educational Council a year ago to establish a community educational program. One of the things that was projected for school districts as we looked around was before- and after-school child care. It would not be the sole thing that your community and program could do for you, but it would be a significant piece of what our community education would represent to happen.

The strategy is fairly simple. It was a matter of making sure that our policymaking body, our own local boards of education, understood and fully supported this, and through the outreach to resources available to us, through the New Mexico Council, and the Albuquerque Public Schools, Community Education Department who have been gracious in their outreach and support of our efforts, gave us the ability to present a case with some clarity and such conviction, enough conviction to have our board accept the recommendation that we undertake this project and it is now well underway. One of the very first things Melodie did was establish the before- and after-school programs and that program is operating right now in three of our schools. It is then continued into the summer and dovetailed with a program that is in evidence and many types of partnerships that can work figuratively here.

We have money contributed by Valencia County, so the children who have before- and after-school care during the school year in our school facilities are served in the summer, now continue to be served in the summer through support through our local government agency, county, and municipalities in our school districts.

The major steps for success that Melodie took to make sure that this would work was that she very clearly defined how the program functions as she has developed it and that is something that I think is the type of thing that will facilitate us as we see other districts attempt to engage in this type of need in response to community need.

Melodie's work, as she reached out to the community, was validated by the surveys that she did. Once she opened the door the people were there. Now, she had the things that you would expect might happen. Parents starting and stopping, parents not finding out about it, and information going slowly, and I think that's one of the things that I would guess is a problem area. This problem with communication with the community about how a project like this works and how it is being made available, is a key piece that we haven't gotten all the answers on yet. It is something that we keep working at and keep trying real hard to communicate.

It's not easy to explain to a community that new services are available through their own agency, that they're funding through their taxes. They never heard of it. A lot of people never heard of this type of utilization of the type schools provide for before- and after-school care.

The key to Melodie's success and the success of the program is her ability to make sure that the care provided is of quality. I think we heard several times during the course of the hearing today, the people have been screened carefully and their work before and after school with our children is proving thoroughly satisfactory at this point.

That moves us into another area of confusion, though, because at this point, the actual employment status of these people is confusing. They're not employees of our school district, they're employees of our community educational council and that sets up a whole other set of parameters which sets up another whole set of requirements that you have to get into when you become an employer.

We are looking at solving that problem by looking at ways to work with agencies that you'll hear about later this afternoon, that are structured to come in and be almost a third-party provider in cases like this. And we're negotiating now to look for help in that regard.

A question has come up repeatedly about liability in the New Mexico public schools. Our schools are covered for these types of activities and so it really is a nonissue in most cases, although many may raise it as a major concern.

So as we moved into the major stumbling blocks we find today it has been to clearly communicate that this is available to them so that they are available and to have access in sufficient numbers to make it self-sustaining, we need the funding, since we put no operational dollars into the program itself from the school district, it is funded clearly by grants, as Laine referred to earlier and from people who are receiving the service.

What I'd like to suggest then in conclusion would be some suggestions of some cooperation that would facilitate significantly our ability to serve and particularly facilitate districts that had not experienced before- or after-school care at this time. And I think the first direction needs to be taken by the State department of education. What Laine has talked about is a significant start, but a companion is necessary and that companion is information for school administrators on the before- and after-school care.

I think that responsibility rests with the State department of education. Since the schools themselves are the one's that must at least offer the invitation for such programs to take place, and if the

State department under Mr. Morgan's leadership will take that responsibility, that will be a significant leg in the three-leg partnership that I suggest would be appropriate.

Second, I think, is the Governor himself, who needs to focus a little more on children and he needs to take that children issue and talk about it and exercise some leadership in helping us really look at this becoming a priority in the State. He can be a key medium in helping send out messages to the parents of this State that their schools are being paid for by the taxpayers, and are available to them if they need to use them. In this way I think he has a responsibility to make that availability widely known. They are the taxpayers of New Mexico schools, they are and he is the leading elected official of the State, and I think that's the responsibility I would suggest that the Governor could exercise in a very positive way over the years ahead.

And then, finally, I'd like to suggest that a very significant effort should be undertaken. It was interesting to hear professional associations mentioned earlier. Our own educational association of the State of New Mexico school administrator and superintendent groups particularly should take leadership in convincing superintendents that this is a very positive thing for their school districts to undertake. The community relations aspect is a marvel. It is a chance to truly tell your community we are here to serve you in many ways, not just to provide the 9 to 3:30 standard traditional education, but to look on your needs before and your needs after school.

With the advent of the numbers of children eating breakfast in our schools and having that as a significant start of a nutritional day and a chance for the kids after school to avoid something stupid. Without your help, interest, and support the kids will flop on the couch and become couch potatoes, watching TV instead of taking part in a reasonably balanced exercise program of activity at the school site. I think we'll see some tremendous improvements in the health of our kids as well as an exciting opportunity and just a few ways to look at what schools are all about, another dimension of service that we could provide.

Thank you for the opportunity to provide this testimony.

Senator BINGAMAN. Thank you very much. I have a few questions after we get through with the other witnesses here.

Next Ms. Jean Reed, who is the assistant superintendent for elementary education, Santa Fe Public Schools. She served at the public school system for almost 29 years as a teacher in the preschool, kindergarten, elementary, and secondary levels, a principal of two middle schools, former president of New Mexico School Administrators and New Mexico Secondary Administration. She is a board member of LEAD.

Please go ahead. We're glad you're here.

STATEMENT OF JEAN REED, ASSISTANT SUPERINTENDENT FOR ELEMENTARY EDUCATION, SANTA FE PUBLIC SCHOOLS

Ms. REED. Thank you for the opportunity to testify at this hearing. Our testimony today will briefly describe the efforts of the

Santa Fe School District in the provision of school-site, after-school child care programs.

Changing family lifestyles, single parent families and growing numbers of working mothers, has resulted in millions of children being left alone after school. These latchkey children and students face a variety of hazards both physical and emotional.

Of the 6,000 children who die each year as a result of household accidents, almost all are unsupervised. In addition to the physical and safety hazards, children return home to an empty house each day and face loneliness, isolation, and for some, a fear-ridden existence.

A recent Metropolitan Life poll found a majority of teachers surveyed believed that latchkey kids were also more likely to have academic and social adjustment problems at school.

In response to these needs and concerns, and in recognition of the facts that: (1) public schools have expertise in planning and organizing activities for a large number of groups of students; (2) school facilities built with tax dollars currently exist to accommodate the needs of children; and (3) one of the hopes of the public school is to serve the needs of the community.

Santa Fe Public Schools has begun a commitment to providing school-site extended day programs to meet the needs of children of working parents.

The following priorities were defined in the fall of 1986 by the Superintendent and Board of Education of Santa Fe Public Schools:

(1) Extended day programs would be designed and implemented at two schools in Santa Fe on a pilot basis.

(2) Programs would eventually be expanded to serve the student population at all elementary schools in Santa Fe.

(3) Programs would be reasonably priced to serve the needs of low-income families.

(4) School facilities, utilities, custodial, and administrative services, would be provided by the district at no cost to the program.

(5) Programs could offer opportunities for students to participate in a variety of fun and enrichment activities in a safe and supervised setting and would include creative activities, such as arts and crafts, drama, music and movement, and special workshops to promote the development of the imagination.

Snack time, with opportunities for a student to participate in setting up, cleaning up, and selection of preparation of nutritious foods.

Activities that would enrich and complement school work such as films, field trips, use of computer and quiet time and a place to do homework.

Individual and team activity that would aid in physical development such as games, sports, and exercises.

Opportunities to interact with multiple-age students to promote positive social interaction and cooperation and quiet relaxation and self-selection of activities to meet the needs and interests of each individual.

A fee of $1 per hour was established and certified teachers who are hired to provide child care programs at Acequia Madre and Alvord Elementary Schools. Enrollment was approximately 30 stu-

dents at Acequia Madre and approximately 15 students at Alvord during the 1986–87 school year.

Programs were successful in providing safe and supervised child care and in offering activity to meet the State's school goals. Parents and students were satisfied with the programs, however, and here comes the however, several problems were encountered during the first year.

Leslie Nordby, principal at Acequia Madre will now present testimony about her experiences as a principal with the school child care programs. Thank you, Senator.

Senator BINGAMAN. Thank you very much. Mrs. Leslie Nordby is the principal of Acequia Madre Elementary and also served on the Governor's Task Force on Women, New Mexico Administration Association, and the Early Childhood Committee for the Santa Fe Public School District. We're glad you're here.

STATEMENT OF LESLIE NORDBY, PRINCIPAL, ACEQUIA MADRE ELEMENTARY SCHOOL, SANTA FE

Mrs. NORDBY. I know we talked about a lot of public schools and principals being involved in child care. I'm here to tell you what that's like.

The problems encountered during the first year were as follows:

(1) Programs were not financially healthy. The cost of providing certified teachers at approximately $16 per hour including benefits, exceeded the amount of revenue generated by tuition.

(2) Coordinating and scheduling use of school facilities, and wear and tear on those facilities caused major difficulties. Custodians were required to assume cleaning responsibilities with no additional compensation or help. Use of the gymnasium until 6 p.m., each evening interferred with basketball, cheerleading, wrestling, and scouting programs as well as PTC functions.

(3) Substitute teachers were difficult or impossible to secure from 3 to 6 p.m., and on early release days, when care was necessary, from 1:30 until 6 p.m.

(4) Quality of supervision of students was also a concern. School principals were required to be involved in upholding standards, conferencing with parents and students when difficulties arose, and setting policy for after-school behavior.

(5) Students who became ill or injured during after-school time presented problems as there were no school nurses or additional personnel available to administer first aid, care for a sick child, or telephone parents without leaving the rest of the students unsupervised. And finally the sixth problem.

(6) Publicity, registration, recordkeeping, fee collection, curriculum design, supply acquisition, hiring, orientation, training, and supervision of after-school personnel became the responsibility of building-level principals and added greatly to their already ample work loads.

In response to these problems and concerns, several changes were made in the program for the current school year:

(1) Fees were raised to a $1.50 an hour in an effort to make programs self-supportive.

(2) Child-care teachers were compensated for additional hours each week and required to assume some of the administrative and recordkeeping functions.

(3) An aide was hired to assist the child-care teacher. This required a higher enrollment to generate the revenue necessary to cover the additional salary, but had the advantage of allowing two individuals to be available in the event of illness or injury of a child, and remove the necessity of hiring substitutes in the event of absence of one of the child-care providers. Having two adults involved in the program also improved the quality of supervision offered.

Several problems have continued and a new one has emerged as a result of the program changes. Use and scheduling of school facilities for child-care programs and the many extracurricular activities required is still difficult, as is the additional wear and tear on school facilities. Administrative involvement by the building principal though reduced from previous levels, is still time consuming and problematic.

The biggest problem, however, is the matter of finances. As a result of the increased cost, enrollment has dropped. Efforts to expand child care programs to additional schools in the fall of 1987 were unsuccessful, and the program was discontinued in Alvord Elementary School due to lack of enrollment. Fewer children are currently participating in the program at Acequia Madre this year than participated last year.

Because the programs are so vital to the children in our community, the Santa Fe Public Schools initiated a number of changes to resolve the continuing problems:

(1) For the 1988–89 school year, fee schedules will be reduced to $1 an hour and the cost savings will be effected by the hiring of noncertified activity directors who will be paid $7 an hour including benefits, instead of the current rate of $16 an hour being paid to certified teachers.

(2) A child-care coordinator will also be hired on a part-time basis to help administer the program.

(3) Activities will be accelerated to generate enrollment and expand the program to all the other elementary schools.

In summary, Santa Fe Public Schools wishes to emphasize: (1) school-age child care programs are needed; (2) our school districts will continue to expand the programs and support such programs; and (3) finances will continue to be the biggest barrier to accessibility for low-income families.

State and national financial support is needed if the program is to survive and accessibility is to be ensured. Thank you for giving us this opportunity to testify on such an important issue.

[The joint prepared statement of Ms. Reed and Mrs. Nordby follows:]

JOINT PREPARED STATEMENT OF JEAN REED AND LESLIE NORDBY

Thank you for the opportunity to testify at this hearing. I'm Jean Reed, Assistant Superintendent for Elementary Education with the Santa Fe Public Schools. With me is Leslie Nordby, Principal at Acequia Madre Elementary School in Santa Fe. Our testify today will briefly describe the efforts of the Santa Fe School District in the provision of school-site after school child care programs.

Changing family life styles, single parent families, and the growing number of working mothers has resulted in millions of children being left alone after school. These latchkey students face a variety of hazards, both physical and emotional.

Of the 6,000 children who die each year as a result of household accidents, almost all are unsupervised. In addition to physical and safety hazards, children who return home to an empty house each day face loneliness, isolation, and for some a fear-ridden existence.

A recent Metropolitan Life poll found that a majority of teachers surveyed believed that latchkey kids were also more likely to have academic and social adjustment problems in school.

In response to these needs and concerns, and in recognition of the fact that:

1. Public schools have expertise in planning and organizing activities for large groups of students; and

2. School facilities, built with tax dollars, currently exist to accommodate the needs of children; and

3. One of the goals of public schools is to serve the needs of the community;

Santa Fe Public Schools has begun a commitment to providing school-site extended day programs to meet the needs of children of working parents.

The following goals and priorities were defined in the Fall of 1986 by the Superintendent and Board of Education of Santa Fe Public Schools:

1. Extended day programs would be designed and implemented at two schools in Santa Fe on a pilot basis.

2. Programs would eventually be expanded to serve the student populations at all eighteen elementary schools in Santa Fe.

3. Programs would be reasonably priced to serve the needs of low income families.

4. School facilities, utilities, custodial and administrative services would be provided by the district at no cost to the programs.

5. Programs would offer opportunities for students to participate in a variety of fun and enrichment activities in a safe and supervised setting, and would include:

   Creative activities such as arts and crafts, drama, music and movement, and special workshops to promote the development of imagination;

   Snack time with opportunities for students to participate in setting-up, cleaning-up, and in selection and preparation of nutritious foods;

   Activities that would enrich and complement school work such as films, field trips, use of computers, and a quiet time and place to do homework;

   Individual and team activities that would aid in physical development such as games, sports, and exercises;

   Opportunities to interact with multi-age students to promote positive social interactions and cooperation; and

   Quiet relaxation and self-selection of activities to meet the needs and interests of each individual.

A fee of $1.00 per hour was established and certified teachers were hired to provide child care programs at Acequia Madre and Alvord Elementary Schools. Enrollment was approximately 30 students at Acequia Madre and approximately 15 students at Alvord during the 1986-87 school year.

Programs were successful in providing safe and supervised child care, and in offering activities to meet the stated goals. Parents and students were satisfied with the programs. However, several problems were encountered during that first year.

Leslie Nordby, Principal at Acequia Madre, will now present testimony about her experiences as a principal with the school age child care programs . the problems that emerged that first year, and the continuing involvement and commitment of Santa Fe Public Schools in the provision of those programs.

The problems encountered during the first year were as follows:

1. Programs were not financially healthy. The cost of providing certified teachers at approximately $16.00 per hour (including benefits) exceeded the amount of revenue generated by tuition.

2. Coordinating and scheduling use of school facilities, and wear and tear on those facilities caused major difficulties Custodians were required to assume additional cleaning responsibilities with no additional compensation or help. Use of the gymnasium until 6 P.M. each evening interfered with basketball, cheerleading, wrestling, and scouting programs, as well as P.T.C. functions.

3. Substitute teachers were difficult or impossible to secure from 3 to 6 P.M., and on early release days when care was necessary from 1:30 to 6:00 P.M.

4. Quality of supervision of students was also a concern. School principals were required to be involved in upholding standards, conferencing with parents and students when difficulties arose, and in setting policy for after school behavior.

5. Students who became ill or who were injured during after school time presented problems as there were no school nurses or additional personnel available to administer first aid, care for a sick child, or telephone parents without leaving the rest of the students unsupervised.

6. Publicity, registration, record-keeping, fee collection, curriculum design, supply acquisition, hiring, orientation, training and supervision of after school personnel became the responsibility of building level principals and added greatly to their already ample work loads.

In response to these problems and concerns, several changes were made in the program for the current school year:

1. Fees were raised to $1.50 an hour in an effort to make programs self-supporting.

2. Child care teachers were compensated for additional hours and required to assume some of the administrative and record-keeping functions.

3. An aide was hired to assist the child care teacher. This required a higher enrollment to generate the revenue needed to cover the additional salary, but had the advantage of allowing two individuals to be available in the event of illness or injury of a child, and removed the necessity of hiring a substitute in the event of absence of one of the child care providers. Having two adults involved in the program also improved the quality of supervision offered.

Several problems have continued and a new one has emerged as a result of program changes. Use and scheduling of school facilities for child care programs, and the many extra-curricular activities required is still difficult, as is the additional wear and tear on school facilities. Administrative involvement by the building principal, though reduced from previous levels, is still time-consuming and problematic.

The biggest problem, however, is the matter of finances. As a result of increased costs, enrollment has dropped. Efforts to expand child care programs to two additional schools in the Fall of 1987 were unsuccessful, and the program was discontinued at Alvord Elementary School due to lack of enrollment. Fewer children are currently participating in the program at Acequia Madre than participated in the previous year.

Because the programs are so vital to the children in our community, the Santa Fe Public Schools have initiated a number of changes to resolve its problems:

1. For the 1988-89 school year, fee schedules will be reduced to $1.00 an hour, and the cost savings will be effected through the hiring of non-certified activities directors who will be paid $7.00 an hour (including benefits) instead of the current rate of $16.00 an hour being paid to certified teachers.

2. A child care coordinator will also be hired on a part-time basis to help administer the programs.

3. Activities will be accelerated to generate enrollment and expand programs to all the other elementary schools.

In summary, the Santa Fe Public Schools wish to emphasize that:

1. Child care programs are needed,

2. Our school district will continue to expand and support such programs,

3. Finances will continue to be the biggest barrier to accessibility for low income families, and

4. State and National financial support is needed if these programs are to survive and accessibility is to be ensured.

Thank you again for giving us the opportunity to testify today on such an important issue.

Senator BINGAMAN. Thank you very much. Let me ask a few questions.

Hugh, you have this community education project that you folks are implementing in your school district. Where is the funding for that coming from?

Mr. PRATHER. We are providing a half time FTE from operational funds, Senator, into the operation that I have discussed, and it's an operational commitment to the community education program.

It's then sent off and linked with the UNM campus and the rest of the community. And she obtained funding from council—New Mexico Council for Community Ed, and some grants are being obtained from other sources as well. But, there's a district operational commitment to her position.

Senator BINGAMAN. Is there substantial private sector funding or foundation funding coming in?

Mr. PRATHER. No.

Senator BINGAMAN. It's not. Almost—most of what's being expended in this effort is out of the operation funds?

Mr. PRATHER. Yes.

Senator BINGAMAN. Any other districts in the State doing this?

Mr. PRATHER. Albuquerque is making an operational commitment. Farmington as well. I don't know beyond those.

Senator BINGAMAN. OK. You indicated that there's a summer program, that this feeds into a summer program. Do you have any kind of program for spring break? Have you folks had your spring break?

Mr. PRATHER. It's coming up, and we've got a program scheduled over that period. This is the one nice thing about the way we've been able to work it. We've been able to schedule the time when school is out of session. We'll offer full-day services then when the teachers are on break the last week of the month.

Senator BINGAMAN. And is there anything similar during the Christmas break? Do you have any programs during Christmas, during the Christmas recess at all?

Ms. GOOD. We tried. We surveyed the parents to see if there was a need, and we required at least 10 students to have that program, and we didn't have 10 either at Christmas or on the Presidents' day.

Senator BINGAMAN. What are the costs of the program to teachers? They're saying in Santa Fe it's $1.50 an hour this year, they're to be at $1 next year, what are you folks doing?

Ms. GOOD. Ours is around $1 per hour.

Mr. PRATHER. But we are also—we never began with certified employees. We've hired essentially noncertified care providers.

Senator BINGAMAN. Are there significant numbers of children who would participate in it if you were not charging?

Mr. PRATHER. I believe if we had the opportunity to offer a no-cost after school, before school program, that we will have 5 or 10 times the participation that we have right now.

Senator BINGAMAN. Five to 10 times the number of children. That's a lot?

Mr. PRATHER. That's a lot.

Senator BINGAMAN. How many children do you have participating now?

Mr. PRATHER. About 55 right now?

Ms. GOOD. About 50.

Senator BINGAMAN. About 50. And is it just one school?

Mr. PRATHER. No, three schools.

Senator BINGAMAN. In three schools; OK.

Mr. PRATHER. I really anticipate that we would have somewhere around 250 to 500 kids, in that range there, because a lot of our kids are bused, and if they were able to remain in school and a parent can pick them up on the way home from work, if there were no costs, I think we can have a significant increase.

Senator BINGAMAN. In your view that would be a substantial improved arrangement for the children and parents and everyone else involved if you could provide that cost free for all the children?

Mr. PRATHER. I think it would be a wonderful advantage.

Senator BINGAMAN. What kind of costs would you have to look at to do that? Do you have any estimate as to what that would involve?

Mr. PRATHER. Actually, it would just be an extrapolation of what we're presently running, and that would be—I don't have the figures in front of me, Senator, I wish I could give you a figure off the top of my head, but it's not that expensive.

Senator BINGAMAN. Let me ask either Jean or Leslie, either one, to just comment on some of that same question with regard to Santa Fe. Do you believe that there are greatly—much greater number of children that would participate if you can provide these services free?

Mrs. NORDBY. Our feedback from the community has been to that effect. That cost—and the numbers are increasing every year in the number of students we have participating. I have 30 children participating in the program at Acequia Madre out of a school population of a very small elementary school. My total school population is under 200 students. So I have 30 of those students participating, and I would say I would have 2 to 3 times that many, at least, who are in need of the program and are not in the program because the fees are prohibitive.

Senator BINGAMAN. YES.

Ms. REED. Senator Bingaman, we have one school with over 600 students, and this is in the low-income area of Santa Fe. This is one school that definitely needs the after-school child care program, and we are unable at this time to provide the services there.

I am positive that if there was no charge for the program, we would probably have 200 students, maybe even 300 making use of the program, and this is not a problem only for a low income, it is a problem for our middle-income parents, also. When they're faced with a bill of $66 dollars a month or $80 a month for child care, and providing food for their children, I think they would opt to buy groceries.

Senator BINGAMAN. How many children, total, in the Santa Fe Public Schools are now participating in this after-school program?

Ms. REED. The only children participating are the ones in Acequia Madre, 30 out of the population of over 6,000 students.

Senator BINGAMAN. OK; and your estimate is that a third to a half of that student body would participate if it was provided free?

Ms. REED. Yes, Senator, I believe that would be true.

Senator BINGAMAN. OK; well, I thank you very much for the testimony. Does anyone want to add anything before we go to the next panel?

I do thank you very much, and I hope to be able to follow up on some of these.

Our final panel, we have four witnesses. I guess first will be Lenore Wolfe, a board member of the Albuquerque Public School Board; Ms. Tamra Ivy of the Albuqueque Public Schools; Nancy Kober, the administrator of the Camp Fire program; and Ona Porter, who is the president of the Coalition for Children. If they could all come up there?

OK; why don't we go ahead. First witness here is Lenore Wolfe, a board member of the Albuquerque Public School Board of Education, former president of the Albuquerque Public School Board of Education, continues to be on the board. Graduate of Bank Street Teachers College in New York, one of the most respected teachers colleges in the country.

Ms. Wolfe has been involved in early childhood education since 1946. She's worked extensively with the Indian programs in New Mexico and Arizona through the University of New Mexico. Travels to the Zuni Pueblo several times a year. Participates in teaching training there, and is well known in our State for being a leader on the whole group of issues. We're glad you're here.

STATEMENT OF LENORE WOLFE, MEMBER, BOARD OF EDUCATION, ALBUQUERQUE PUBLIC SCHOOLS

Ms. WOLFE. Thank you, Senator.

Hugh spoke of the fact that Los Lunas was a middle-sized district and he spoke of the many very small districts within New Mexico. But I'm going to speak of the Albuquerque Public School District, which is the 27th largest in the Nation and covers the geographic area of 1,243 square miles, an area larger than the State of Rhode Island.

So you see, we're really operating as an urban school district which presents a whole different set of problems than do our smaller school districts.

As a member of Albuquerque Public Schools, I'm very proud of our district. We have, as you probably know, 15 of our schools designated by the U.S. Department of Education as centers of excellence. And with this kind of concern for education, we of necessity need to begin to look at extended care programs.

We started in 1978, and I must say that we found Mickey Seligson's book, "School-Age Child Care: An Action Manual," most helpful to us in beginning to establish our schools, in working as a partnership between schools and community agencies, and in working with our parents. This partnership, as in Los Lunas, is coordinated throughout by our community education office.

APS has two enabling policies which enable the district to meet the increase in demand for school-age child care. One allows the community education office to develop within the resources of the district ancillary programs and services to meet community needs. The other allows parents to transfer their children out of the

neighborhood schools into schools close to day care or providers of school extended day programs.

Participating agencies sign a site agreement with the principal and community education office, which covers staffing ratios, custodial responsibility for the assigned space, and areas of responsibility for the agencies, the principal, and the continuing education office. As I'm talking, if you can see the map, you will see the charted areas are areas where we do have the onsite extended day programs.

Care for the first to fifth grade children is available year round from 7 a.m. to 6 p.m., and this includes vacation days, certain holidays, inservice days, and election days at most elementary schools.

This school year through cooperating agreements with programs or agencies of the Albuquerque City Parks and Recreation Department, their theraputic recreation program, the Camp Fire, Inc., and YMCA, 2,000 children from 57 schools are enrolled in our extended day program. This is a 25-percent increase from the 1986–87 school year, indicating the increasing demand for this type of care.

Forty-three schools are served by onsite, school-based programs. Fourteen are served by offsite programs, such as neighborhood community centers or the YMCA facilities.

At the remaining schools, parents who need care for their children are referred to private day care, recreation centers, or family day-care providers.

Reasons given by the principals for not providing this much needed onsite care include no demand, and chances are that that's because the parents are not really aware of these programs.

Other priorities for the use of our overcrowded school space are the problems of the physical layout of the school. In some of our schools the space available needs to be used for after-school physical education programs, dance programs, jazzercise programs, there are so many demands for after-school services from our schools, from the people in our school, that we just plain run out of space.

During the summer of 1987, 6,800 children participated in programs provided by six agencies. The four already mentioned, plus Bernalillo County Parks and Recreation and the YWCA. Seven of these were full day camps. In 1988, we anticipate opening 50 summer sites, half of which will be full day care programs.

The question for this district is no longer whether to provide extended day care programs, but how? How do we stretch and adapt our resources to support these programs? What policies and procedures do we need to ensure the smooth delivery of these programs with little disruption of the children's lives? How can local, State, and Federal governments help? How can we ensure the continuous service of those excellent community services that are now made available to us?

Extended day programs meet a growing community need. It is so strong that families make decisions about where to live based upon the availability of the school-age care programs. They also take advantage of the APS policy which enables them to transfer to a school which has a program that meets their needs. The importance of this link between family needs and school-site day care was recently emphasized by Edward F. Zigler in his plan for a "School for the 21st Century." The system he envisions would pro-

vide not only extended day care, but care for children ages 3 years and up. Mr. Zigler emphasized, if we can solve the child care crisis by implementing a second system, operated—and this is very important to my soul—by early childhood specialist people who are trained to care for these young children within the already existent elementary school buildings, where formal education takes place and much formal education will cease at 2:30 to 3:30.

One APS school exemplifies this clearly. At Montezuma Elementary School, whose principal is in our audience, Carl Weingartner, a portable classroom building houses a before and after kindergarten program. Now 2 years after that program began almost one-third of this school population is made up of children who reside outside of the district, of their particular school. The power of child care programs to stabilize declining school population, and we have declining school population in some sections of our city and schools bursting at their seams in other sections.

These programs serve in much the same way as a magnet program and it needs to be examined by a school system that's considering adding extended care programs.

The partnership model of administering these programs is relatively inexpensive to the district. The programs are managed by a community education coordinator who devotes about half time to these programs. The expenses of payroll, insurance, billing and collection, material and supplies, are assumed by the cooperating agencies. Major cost to the district is utilities in the summer and some additional custodial care.

The overall quality of these programs is improving every year as a cooperating agency adjusts their admission and service to meet the growing demand and the rising expectations of parents and principals.

The size to which these programs have grown, and rapid expansion of the number of schools involved, have begun to test the limits of two policies pertaining to these programs. Internal communication and lines of authority are complicated and clear to everyone involved. The extended day care programs do not fit neatly into the current structure of the school system. We find our community education program coordinator frequently rushing around to put out fires. Currently Ms. Ivy coordinates this administration from within the community education office. She must negotiate solutions to problems through several other agencies. A process which unfortunately may not always produce swift and needed results.

We're looking for ways to improve the situation. The district has begun to examine the role it wants to play in setting and enforcing standards for the quality of care for children.

In the past our efforts were placed in setting and enforcing physical standards for the quality of the care facility. It is clear that APS needs to set standards for the quality of programs. For example, some schools have thoughtfully developed policies and procedures and invited providers and leaders from the participating agencies to participate in the excellent inservice training which is available throughout the district. Some do not.

The major responsibility for supervising this rapidly growing program falls upon already overworked principals. They are now left

to develop their own guidelines for dealing with these programs. They probably would benefit from district level guidelines concerning training for the extended day care staff, management tips, and clear chains of command.

Problems with shared facilities arise when the facilities are not planned for outside agencies. Many school systems are not growing as rapidly as we are. Those which can ask the architectural teams planning schools to accommodate these programs for outside providers. For example, the outside providers need to have access to a gym or cafeteria for the bulk of their programs. School programs should provide bathroom facilities, kitchens, and the very important telephone access, and a lot of those storage closets to be used by the care givers during all school hours.

Another problem is finding ways to meet unmet needs. Is there a way to provide care for half-day kindergarten students, especially those students of working parents? Where are the children going after third grade? Many of the parents who transfer their children into schools with extended day care return them to the home school after they're 9 or 10 years old. As latchkey children, they're left to raise themselves. They're being given adult roles before their time. They're often limited in their outside creative play which would still need supervision. They, for example, become couch potatoes with a TV to be their attendant.

Last week I had the opportunity to visit the extended program at Montezuma Elementary School, which demonstrates much of what we think of as being able to incorporate extended day care into part of the school program. This program, after school, operated a balance of active play, opportunities for children to be alone and quiet other than watching TV. The activities enhanced the school day, but did not simply extend it. Some of the children were on the playground, some were working on projects. Some were playing in groups in the cafeteria, some were participating in a science enrichment program. Maybe they were developing bug collections.

Tutoring is available at this school for those that need and desire it 2 days a week. On Wednesdays there are often trips made to nearby interesting spots. There's also space especially designed for the half-day kindergartner who spends the whole day at this school.

The principal has taken the efforts to orient the extended care staff to the procedures of the school. The program leaders are well acquainted with the school's positive discipline approach. The principal has developed a chain of command for dealing with concerns of parents and teachers. Care has been given to integrate this program into the total school program, and communication lines are open.

Now there are other things that you need to know, but I'm not the best person to tell you, so I'm going ask Tamra Ivy to tell us some of her perceptions as parent coordinator of the APS extended day care programs. And she anticipates and meets many problems that I don't even know about. Thank you, Senator Bingaman.

[The prepared statement of Ms. Wolfe follows:]

PREPARED STATEMENT OF LENORE WOLFE

Good afternoon, Senator Bingaman and esteemed guests. On behalf of the Albuquerque Public Schools, I would like to welcome you to our city. Although for some of you this may be your first visit, I know most of you are familiar with New Mexico's and Albuquerque's past efforts to improve children's services in general and specifically school-age child care. Indeed, a grant from the Wellesley College School-Age Child Care Project provided the impetus for some of our first efforts in that area.

The Albuquerque Public School district is the 27th largest in the nation and covers a geographic area of 1243 square miles, an area larger than the state of Rhode Island. The school district serves all of Bernalillo County and a portion of Sandoval County and has an enrollment of 83,000 students. That number includes over 30,000 elementary school students served by 75 elementary schools.

As a member of the Albuquerque Public Schools Board of Education, I am very proud of our fine record of achievement. As you probably know, 15 of our schools have been recognized as Centers for Educational Excellence by the U.S. Department of Education thus far, and two elementary schools will be visited by a national team of evaluators in the next few weeks. Although neither of the schools provides on-site extended care, they do have arrangements with outside agencies which transport children to another site for care.

The Albuquerque Public Schools began offering extended care programs in 1978. The administrative model under which our programs operate is described in Susan Seligson's book, School-Age Child Care: An Action Manual, as a partnership in which schools and community agencies work together to provide care for school-age children. The partnerships at the schools are coordinated through the Community Education Office.

APS has two enabling policies which have helped the district to meet the increasing demand for school-age child care. One allows the Community Education Office to develop within the resources of the district ancillary programs and services to meet community needs and the other allows parents to transfer children out of neighborhood schools for reasons of child care.

The participating agencies sign a Site Agreement, with the principal and the Community Education Office, which covers staffing ratios, custodial responsibilities for the assigned space, and areas of responsibility for the agency, the principal, and the Community Education Office.

Care for first through fifth grade children is available year-round, from 7:00 a.m. to 6:00 p.m., including vacation days, certain holidays, in-service days, and election days at most elementary schools in APS.

This school year, through cooperative agreements with programs or agencies of the Albuquerque City Parks & Recreation Department, their Therapeutic Recreation Program, Campfire Inc., and the YMCA, two thousand children from 57 schools are enrolled in extended care programs. This is a 25% increase from the 1986-87 school year. Forty-three schools are served by on-site school-based programs; fourteen are served by off-site programs at neighboring community centers or YMCA facilities.

At the remaining eighteen elementary schools, parents who need care for their children are referred to private day care centers, recreation centers, or family day care providers.

Reasons given by principals for not providing on-site care include: no demand, other priorities for the use of school space, and problems with the physical lay-out of the school.

During the summer of 1987, 6800 children participated in programs provided by six agencies (the four already mentioned plus Bernalillo County Parks & Recreation and YWCA); seven of these were full day camps. In 1988, we anticipate opening 50 summer sites, half of which will be full day camps.

The question for this district is no longer whether to provide extended care programs, but how. How do we stretch and adapt our

resources to support these programs? What policies and procedures do we need to ensure the smooth delivery of services? How can local, state, and federal governments help?

Extended care programs meet a growing community need. It is a need so strong that families make decisions about where to live based upon the availablity of school-age child care programs. They also take advantage of the APS policy which enables them to transfer to a school which has a program. The importance of this link between family need and school site day care was recently emphasized by Edward F. Zigler in his plan for a "school for the 21st Century." The system he envisions would provide on-site care for children ages 3 to 12. Mr. Zigler emphasized that "we can solve the child-care crisis by implementing a second system" - operated by early childhood specialists - "within already existing elementary school buildings where formal education takes place."

One APS school exemplifies this clearly. At Montezuma Elementary School, a portable classroom building houses a before and after kindergarten program. Now, two years after that program began, almost 1/3 of the school population is made up of children who reside outside the regular boundaries of the school. The power of child care programs to stabilize a declining school population and to serve much in the same way as a magnet program needs to be

examined by any school system that considers adding extended care programs.

The partnership model of administration is relatively inexpensive to the district. The programs are managed by a community education coordinator who devotes about half time to them. The expenses of payroll, insurance, billing and collection, materials and supplies are assumed by the cooperating agencies. The major cost to the district is utilities in the summer and some additional custodial care.

The overall quality of the programs is improving every year as the cooperating agencies adjust their missions and services to meet the growing demands and rising expectations of parents and principals.

The size to which the programs have grown and the rapid expansion of the number of schools involved have begun to test the limits of the two policies pertaining to these programs. Internal communications and lines of authority are complicated and unclear to everyone involved. Extended care programs do not fit neatly in to the current structure of the school system. Currently, Ms Ivy coordinates their administration from within the Community Education Office. She must negotiate solutions to problems through several other agencies, a process which unfortunately may not always produce [illegible]ults. We are look[illegible] ways to improve the situation.

The district has begun to examine the role it wants to play in setting and enforcing standards for the quality of care of children. In the past, our efforts were placed in setting and enforcing standards for the quality of care of facilities. It is clear that APS needs to set standards for quality of care and guidelines which can improve this collaborative effort. For example, some schools have thoughtfully developed policies and procedures and invite the providers and leaders from the participating agencies to participate in the excellent inservice training which is available throughout the district. Some do not.

The major responsibility for supervising the programs falls upon principals. They are now left to develop their own guidelines for dealing with the programs. They may benefit from district level guidelines concerning training for extended care staff, management tips, and clear chains of command for dealing with problems. In addition, principals should be encouraged to share their good ideas and successful management tips.

Problems with shared facilities arise when the facilities are not planned for use by an outside agency. Although many school systems are not growing as we are, those which are can ask the architectural teams planning schools to accommodate use by outside child care providers. For example, if programs are going

to have access to the gym or cafeteria, schools should plan bathroom facilities, kitchens, telephone access, and lockable storage closets with that use in mind.

Another problem is finding ways to meet unmet needs. Is there a way to provide care for kindergarten students? Where are children going after third grade? Many of the parents who transfer their children to another school for the expressed purpose of receiving care transfer again after the third grade. It appears that children are caring for themselves after school by the age of 9 or 10. As latchkey children they are left to raise themselves; they are adults before their time. Childhood in the 1980's is scarcely so.

Last week, I had the opportunity to visit the extended care program at Montezuma Elementary School which demonstrates much of what we think should be incorporated into a school-age child care program.

The program offers a balance between active play and opportunities for the children to be alone and quiet. The activities enhance the school day and did not simply extend it. Some were on the playground. Some were working on projects or playing in small groups in the cafeteria. Some were participating in a science enrichment program. Tutoring is available one day per week for those who need it and classroom

space has been designated solely for the half-day care of kindergarten students.

The principal had taken the effort to orient the extended care staff to the discipline policies and procedures of the school. The program leaders are well acquainted with the school's positive discipline approach. The principal has developed a chain of command for dealing with concerns of parents and teachers. Care has been taken to integrate the program into the total school program and communication lines are kept open.

TESTIMONY BY TAMRA IVY, NANCY KOBER, AND ARLENE ROTH.

With conclusion of these personal descriptions of Albuquerque's Extended Care programs, we need to consider what roles local School Boards, the State Legislature, State Board of Education, and U.S. Congress should play in implementing needed improvements.

As I mentioned earlier, policies on the role of before and after school care in the schools need to be set at the local level, as should standards, or what we at APS call "administrative procedural directives," related to space and equipment availability, and facility access.

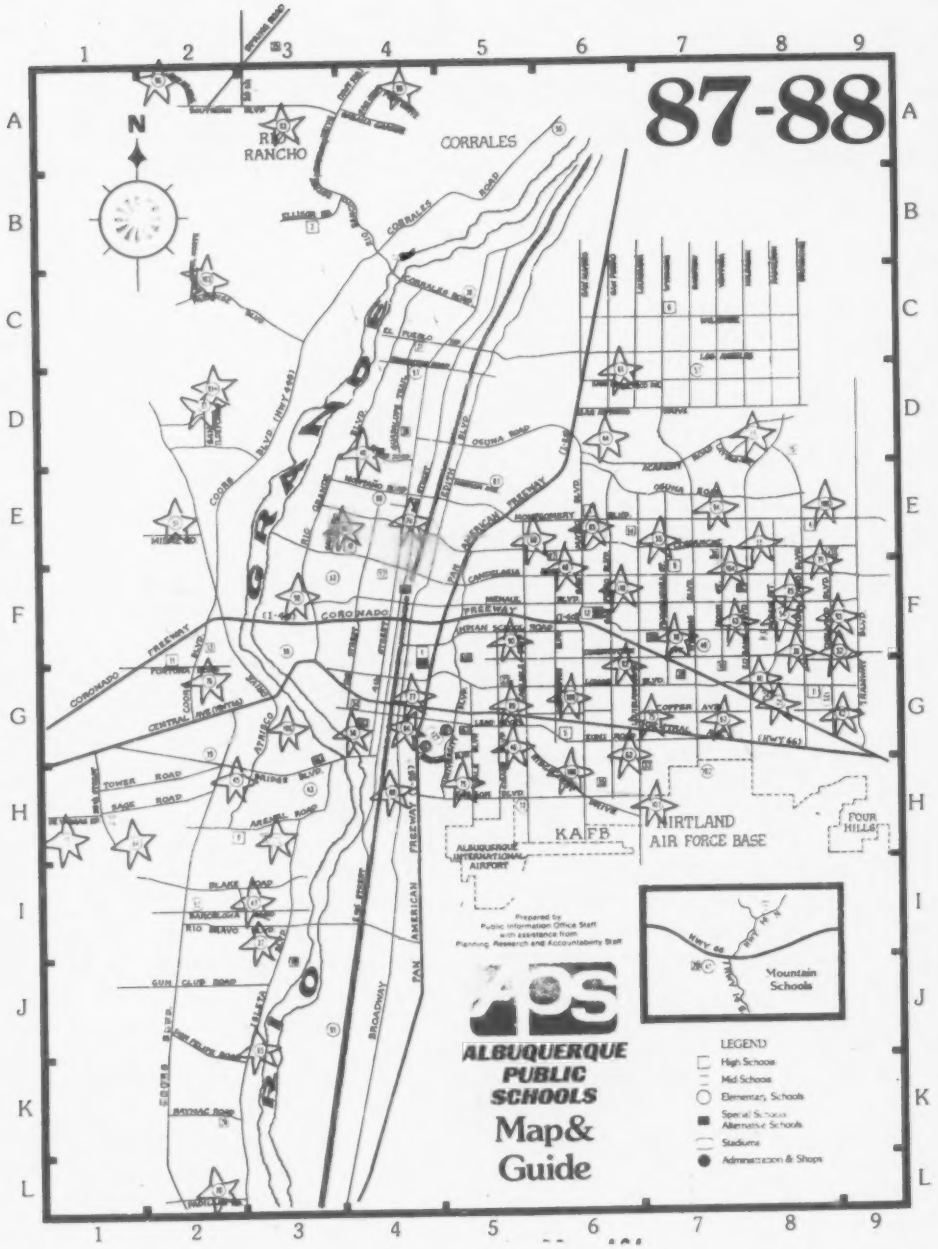
Local School Boards should develop policies related to extended day care. Their Superintendents should negotiate agreements which address acceptable descipline standards, staff competencies, access to space and facilities, liability, and responsibilities.

Regulations related to health and safety should also be addressed at the state level, along with a state policy on training of caregivers and care of children. The New Mexico Legislature just recently began the process of addressing the training of child care providers by passing a memorial which asks that the Governor appoint a committee to study the training needs of caregivers and teachers of children zero to eight years of age. We hope this will provide the necessary support for improvement of state standards.

Legislation should be introduced at the state and national levels which addresses the capital needs required during the baby boomlet years.

Funding subsidies should ideally be initiated at the federal, state, and local government levels. Finally, the private sector should expand benefits to assist employees to pay for full day and extended care for school age children.

Thank you for caring about this issue and providing the Albuquerque Public Schools and Campfire, Inc. with the opportunity to share our ideas about this national dilemma. I am sure the other agencies involved will agree that your hearing gave us a specific reason to evaluate the current programs. Consequently, we are able to move toward improvement. We know we will make swift headway with all of you as our allies.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ALBUQUERQUE PUBLIC SCHOOLS
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LEGEND
High Schools
Mid Schools
Elementary Schools
Special Schools Alternative Schools
Stadiums
Administration & Shops

Senator BINGAMAN. Thank you for being here. Ms. Ivy, please proceed.

STATEMENT OF TAMRA IVY, COORDINATOR, EXTENDED CARE PROGRAMS, ALBUQUERQUE PUBLIC SCHOOLS

Ms. IVY. In addition to the programs being done to coordinate a placement of a child care program to the six agencies that I work with I provide support services to principals and agencies. These services include need assessments for new and expanding programs, program evaluations, publicity in school and district publications, training for child care personnel, monitoring site agreements that the agencies signed with our office. I work with another agency to develop services for children who remain latchkey children. These services right now include self-care training for children who for whatever reason their parents have decided they're ready to stay home alone and telephone reassurance programs for children who are staying home alone.

As Ms. Wolfe said, our office operates under a broad district policy that allows us to develop ancillary programs that meet community needs as long as those programs were within the school district resources. Our philosophy is that schools have two resources that are important in meeting community needs. One of those is space for before and after the regular school day, and the other is our staff and our expertise in child development. Schools have a lot to gain by the sharing of those resources. Research in the community education field shows that schools—the schools that remain separate from and closed to the communities they serve, not only invite vandalism, but they risk losing community support.

Ms. Wolfe told you what our program looks like today. I want to tell you how—briefly, how we got to where we are today and a little bit about where we would like to go with the program.

In 1985, the superintendent appointed a task force, principal administrators and community agents to study the 35 existing programs that we had at that time and make recommendations for their expansion and their improvement.

The first thing we did was to examine the needs of the parents, children, schools, and the providers as they related to the child care programs. The parents were concerned about the hours and the days of the available care. The cost of the program, the environment in which the programs were situated, adequate staff, the quality of the activities and the quality of supervision and the ways in which they would be involved in those programs. Children simply needed a variety of the activities that suited their interests and skills and ages; they needed nutritious snacks and occasionally time to rest.

Principals were concerned about the wear and the tear on the facility and the quality of supervision. The providers needed adequate program space to operate the program and adequate time to plan for any program changes that came out of the task force. From these needs the task force then developed criteria for what they thought was an ideal extended care program, and I was really happy to hear some of the national panel think that our people were right on the needs that were made to develop their criteria.

They addressed the physical space, the quality of the supervision, the appropriate activities, fees, hours a day of the operation.

From the criteria, we made a 24-item evaluation instrument. And parents were asked to tell us how well the programs were meeting their expectations and from them we set priorities for improvement. We didn't deal with all 24 items, but we dealt with about half of them, and those priority items were improving the quality of the materials, developing appropriate discipline procedures—supervision of children into and out of the program, some of the programs—some of the agencies do not have an open program. The kids could go in and out as they wanted.

Caretakers who were knowledgeable about child development activities that were appropriate and varied, a clean environment, a local turn over among the staff. And hours that matched those of working parents and costs. At this point, the compliance with the criteria is voluntary. All the agencies have made adjustments in the program to close the gap between the expectations and actual practice 2 years ago. These adjustments sometimes represented a radical departure from the agency's primary interest. A switch from open recreation or from club activities to extended care has not been smooth. There are seven separate entities including APS involved, and we each have our own job to do, our own bureaucracy, our own policies and procedures, our own budget time lines and own political structure to deal with, but somehow we've done it.

And at any rate, during the last 2 years the agencies have replenished the materials, they have developed closer supervision procedures for the kids into and out of the program. They have improved the variety of their activities, expanded the hours and days of operation, and thanks to United Way's subsidies and an increase in city parks and recreation budget, we have been able to initiate sliding scale fees based upon parents' income and family size.

Some issues have proven harder to resolve. It is difficult to find caretakers who are knowledgeable about child development, appropriate discipline procedures, appropriate activities at prices that most of our agencies can afford to pay. Some of the agencies required their employees to attend regular inservice training, some do not, some schools open their inservice training to extended care staff. Our office offers regular training to child care workers, but most of the participants are from private day care centers and required by State regulations to have 24 hours of training per year to maintain their certification. At the present time school-based child care workers are exempt from this regulation. The bottom line is cost: Cost to the agencies for providing the training, the cost to the workers for receiving the training, and if they have to pay their own tuition, the cost to the parents for a highly skilled staff.

Another ongoing problem has been adapting space that was designed for other purposes. Programs that are based on school libraries are limited in the variety of activities that they can provide. Programs that are based in gyms or cafeterias can provide a greater variety of activities, but difficult to make those spaces comfortable. Often we cannot provide access to a telephone or giving the agency keys to areas that principals would prefer to be off limits. We presently are trying to correct the situation at 15 sites where no phone access has been available. Our inexpensive solu-

tions didn't work, and it is still unresolved whether the school district or the agencies will assume the cost of providing accessible phone services at those sites.

When I wrote that I didn't have an answer, but now I do have an answer another service will pay for those phones to be switched.

Summer programs pose the same problems, but on a much larger scale. To date the district has absorbed the cost of utilities, but due to the economy of our State, I don't know how much longer they'll be able to do this for the community. They can charge the agencies with the utilities, but they'll pass that cost onto the parents, making child care costs even more than it is right now. It's a concern that the principals have during the summer, who are supervising the programs. The custodian, the community education staff, the buildings and ground department, or is it OK to let the agencies fend for themselves. We hope that some resolutions to these issues will be coming from the superintendent's cabinet-level committee being formed to study summer programs.

In summary, assuring comprehensive access to quality school-age child care is a matter of social policy, backed up by financial support at local, State, and Federal levels. In cities like Albuquerque where many agencies and institutions are willing to tackle the problem, and where a collaborative partnership spreads the cost over a wider base, the relatively reasonable maximum cost to parents of a $1.25 per hour of care is still a financial hardship for many families who don't qualify for the sliding scale fees. Sliding scale fees which in some instances make care available for as low as 25 cents per hour are beyond the means of many of our low-income families.

I think we can assure access to school-age child care. But assuring access to quality school-age child care is another matter. I think the question we all have to ask ourselves is this, Is quality care the privilege of those who can afford to pay for it, or is it something we need to make available for all of our families?

Nancy Kober, the executive director of Camp Fire, Inc., will talk about the partnership from the providers point of view. Thank you.

[The prepared statement of Ms. Ivy follows:]

PREPARED STATEMENT OF TAMRA IVY

Thank you, Senator Bingaman and members of the Committee for this opportunity to tell you about our experience with school-based child care in the Albuquerque Public Schools.

In addition to coordinating the placement of child care programs, I provide support services to principals and agencies. These services include needs assessments for new and expanding programs, program evaluations, publicity in school and district publications, training for child care personnel, and monitoring the Site Agreements. In addition to placing child care programs, I also work with other agencies to develop services for children who remain latchkey children. These services include self-care training for children who are ready to stay home alone and a telephone reassurance program for children who are staying home alone.

As Mrs. Wolfe said, our office operates under a broad district policy that allows us to develop ancillary programs that meet community needs, as long as the programs are within the district's resources. Our philosophy is that schools have two resources that are important in meeting many community needs: space for programs and expertise in child development. Schools have much to gain by sharing those resources. Research in Community Education shows that schools that remain separate from and closed to the communities they serve not only invite vandalism but run the

risk of losing community support.

Mrs. Wolfe has described the state of our programs today. I would like to talk briefly about how we got to where we are and where we would like to go with them.

In 1985, the district appointed a task force of principals, administrators, and community agencies to study the 35 existing extended care programs and make recommendations for their expansion and improvement.

Our first task was to examine the needs of parents, children, schools, and providers as they related to child care programs. Parents were concerned about the hours and days of available care, cost, the environment, adequate staffing, the quality of activities and supervision, and ways in which they could be involved. Children needed a variety of activities that suited their interests, skills, and ages; they needed nutritious snacks and occasionally time to rest. Principals were concerned about wear and tear on the facilities and the quality of supervision. Providers needed adequate space to operate the programs and adequate time to plan for program changes.

From these needs, the task force developed criteria for what they thought was an ideal extended care program. These criteria addressed physical

space, quality of supervision, appropriate activities, fees, hours and days of operations.

A 24 item evaluation instrument was developed from these criteria and parents were asked to tell us how well the programs were meeting their expectations. The task force then set priorities for program improvement. These were: materials; appropriate discipline procedures; supervision of children into and out of the program; caretakers who are knowledgable about child development; activities that are appropriate and varied; a clean environment; low turn over among staff; hours that match those of working parents; and cost.

Although compliance with the criteria is voluntary, all the agencies have made adjustments in their programs to close the gaps between expectations and actual practice. Often these adjustments represented a radical departure from the agency's primary mission. The switch from open recreation or club activities to extended care has not been smooth. There are seven separate entities, including APS, involved. Each has its own bureaucracy to deal with, its own policies and procedures, budget timelines, and political structure.

At any rate, during the last two years, the agencies have replenished their

materials, developed closer supervision procedures, improved the variety of their activities, expanded the hours and days of operation, and, thanks to United Ways subsidies and an increase in the City Parks and Recreation budget, initiated sliding scale fees based upon parents' income and family size.

Some issues have proven harder to resolve. Caretakers who are knowledgable about child development and therefore, appropriate discipline procedures and appropriate activities, can be difficult to find. Some agencies require their employees to attend regular in-service training; some do not. Some schools open pertinent in-service training to the extended care staff; some do not. Our office offers regular training to child care workers, but most of the participants are from private day care centers and are required by state regulations to have 24 hours of training per year to maintain their certification. School-based child care workers are exempt from this regulation. The bottom line is cost: cost to the agency for providing training; cost to the worker for receiving training; cost to the parents for a highly skilled staff.

Another ongoing problem has been adapting space that was designed for other purposes. Programs that are based in school libraries are limited in the variety of activities they can provide. Programs that are based in

gyms or cafeterias can provide a greater variety of activities, but it is difficult to make those spaces comfortable. Often, we cannot provide easy access to a telephone without purchasing extension cords or giving agencies keys to areas that principals would prefer to be off-limits. We are presently trying to correct a situation at 15 sites where no phone access has been available. Our inexpensive solutions will not work, and it is still unresolved whether the school district or the agencies will assume the costs of providing accessible phone service at those sites.

Summer programs pose the same problems, but on a much larger scale. To date, the district has absorbed the cost of utilities, but given the economy of the state, may not be able to do this for much longer. If we charge the agencies for utilities, they will pass those costs on to parents, making child care cost even more than it does now ($25-55/week). A concern of principals is: who is responsible for supervising the program? The custodian? The Community Education staff? The Buildings and Grounds Department? Or is it O.K. to let the agencies fend for themselves? We hope that some resolution to these issues will come from a Superintendent's Cabinet-level committee that is being formed to study the summer programs.

In summary, "assuring comprehensive access to quality school-age child

care" is a matter of social policy, backed up by financial support at local, state, and federal levels. In cities like Albuquerque, where many agencies and institutions are willing to tackle the problem, and where a collaborative partnership spreads the costs over a wide base, the relatively reasonable maximum cost to parents of $1.25 per hour of care is still a financial hardship many families who don't qualify for the sliding scale fees. Sliding scale fees, which in some instances make care available for $.25 per hour of care, are still beyond the means of low-income families. I think we can assure access to school-age child care. Assuring access to quality school-age child care is another matter. The question cities, states, and the federal government must answer is this: Is quality care the privelege of those who can afford to pay for it or is it a right of all our families?

Now I would like to introduce Ms Nancy Kober, Director of Campfire, Inc., who will discuss the school-based programs from the providers point of view.

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School_____ Observer_____
Provider_____ Date/Time_____

Extended Care Criteria	Yes	No	EXCELLENT	GOOD	POOR
A. Physical Space					
1. Is there enough space for the number of children?	—	—	E	G	P
2. Is the space clean and well-maintained?	—	—	E	G	P
3. Is the space safe and secure?	—	—	E	G	P
4. Is there storage space for the program materials?	—	—	E	G	P
5. Do program personnel have access to a telephone?	—	—	E	G	P
6. Do children and staff have convenient access to restrooms?	—	—	E	G	P
7. Comments & Observations:_____					
B. Supervision					
1. Does the program have the support of the principal?	—	—	E	G	P
2. What is the staffing ratio? (Recommend 1:12)	—	—	E	G	P
3. Are there the procedures for signing children in and out of the program?	—	—	E	G	P
4. Does the staff receive regular training in child development?	—	—	E	G	P
5. Are the rules of the program consistent with the school's discipline policy?	—	—	E	G	P
6. Comments & Observations_____					

Senator BINGAMAN. Thank you, Ms. Ivy. Ms. Kober, please proceed. You might want to just hold that mike. If you need both hands, just turn it around.

STATEMENT OF NANCY McADOO KOBER, EXECUTIVE DIRECTOR, TIERRA del SOL COUNCIL OF CAMP FIRE, INC., ACCOMPANIED BY ARLENE ROTH, BOARD MEMBER

Ms. KOBER. I would like to tell you just a little bit about the Camp Fire program. We currently operate in 29 schools in Albuquerque and Rio Rancho providing services for over 700 youngsters between the ages of 5 and 12. Our programs run from 7 to 9 in the morning and 3:30 to 6 in the afternoon; on Wednesdays 1:30 to 6. We also have kindergarten programs that run during the middle of the day with mornings and afternoons in our four school sites.

Camp Fire's positive philosophy, as it relates to the development of a child's self-esteem, self-reliance, and concern for our environment is incorporated into all our programs. We maintain a child-to-staff ratio of 12 to 1 with program attendance ranging from 4 children to 80 children at any one particular site. Our rates are reasonable. We provide financial assistance, and we also provide family discounts.

My remarks today are going to be directed to three major areas: A partnership between child care and the school environment and child care and corporations; the evolution of child care professionalism which will come through quality care, staff training and improved staff salaries and benefits; and last, affordable quality care.

As a representative of a nonprofit organization, who experiences first hand the advantages of offering child care in the school setting, I can heartily encourage future expansion of this partnership concept nationwide. It is convenient, it is safe, it is cost effective, and it is conducive to the child's total development.

Child care in the school system need not be a burden to educators. A professionally operated program can relieve principals' safety concerns about unattended children on the school grounds, reduce vandalism, alleviate children's stress over being alone and uncared for, improve children's social skills, develop their sense of responsibility and concern for others and improve their self-esteem—all of which can help to ease the discipline and behavior problems in the classroom and improve academics.

We need a commitment and a strong policy statement from top State school administrators supporting the partnership of education and child care. Policy should be adopted to utilize available space and existing school sites for child care purposes. Plans for new schools—new school construction—should include adequate space for child-care facilities to operate from 7 a.m. to 6 p.m. year round, providing care for children in kindergarten through sixth grade.

Benefits of such a partnership—Camp Fire has seen first hand the impact of enthusiastic principals and school staff on the success of our programs. We have also observed that the availability of reasonably priced, convenient quality care in the school, has been a boon to principals in their efforts to increase school enrollment. We are very fortunate that Albuquerque Public Schools does not re-

quire reimbursement for the use of school facilities for our 33 programs. I would encourage State and Federal legislators to provide adquate funding to educational systems, so that school boards could officially adopt policy-enabling organizations to continue to use these facilities at no costs.

Child care in the school environment is not the only answer to reasonably priced child care. For child care centers elsewhere in the community, local government funding could ease the financial burdens of licensing, building permits, and employee background checks. Incentives could be provided to builders and building owners to keep space reasonably priced and to include child care space in new buildings. Legislation could be passed to control the rising costs of insurance and the costs associated with transporting children from a school to the child care site.

I would encourage similar collaborative efforts between child care and corporations. Supportive legislative, funding and grants would encourage corporations to get involved. They need to recognize that child care problems are a major source of absenteeism and low productivity and job-related stress. Employers could help solve child care problems by considering child care centers at worksites which child care organizations could operate; a program of cafeteria benefits, subsidized child care expenses, flexible work schedules, job sharing and improved sick leave policies.

Entrusted with the care of our children for 2 to 11 hours a day, child care workers are generally not compensated either in salary or benefits commensurate with their responsibilities. These are the individuals who provide leadership for up to 50 children a day, who plan and organize programs in the areas of art, science, drama, music, recreation, sports, nutrition, and entertainment. They provide guidance on problem resolution and social skills and they are some of the most patient, understanding, energetic, affectionate, and compassionate individuals I ever had the pleasure to work with. When you consider the responsibilies of some of the managers in your organization, as compared to those just mentioned, I suspect that they're quite similar. However, there is no comparison of the prestige, salary, or benefits associated with the two roles. As recently reported by Caroline Zinsser of the Center for Public Advocacy Research in Manhattan, it is a sad commentary on our society's value system when we pay animal caretakers more than we pay the people who care for our children. Care givers play an extremely important role in molding the future makeup of our children. School-age child care professionals offer insight and skills which complement and supplement the roles of parents and teachers. These professionals are a part of the new extended family and as such should be given the respect and the recognition they deserve.

Federal, State, and local funding should be made available to assist child care organizations in their efforts to hire, train, and retain qualified child care professionals. Health insurance benefits, sick leave, vacation time, holidays, child care for their own children, and paid time for attendance at training sessions should all be part of their benefit package.

Since many organizations providing school-age child care could only offer part-time employment, consideration should be given to

incentives which encourage longevity and develop a sense of belonging, and a loyalty to the organization and its philosophy. In Albuquerque, for instance, over 30 percent of my staff are students working on their undergraduate or graduate degrees. If these students were to return to our before- and after-school programs, year after year, while completing their 4 or 5 year studies, we would have consistent, quality, caring staff that would grow with the children. Through Federal, State, or local funding we could help defray their college education in return for their commitment to the job and to the children.

Quality trained staff, manageable staff-to-child ratios, and consistently high standards are critical to providing quality care. Quality training is the key to the evolution of child care professionalism. State funds should target resources for training individuals currently in the child care field as well as those considering such a career. Subsidies should be considered for speakers, workshops, relevant course work at junior college and college levels, conferences, resource materials, and paid employee time to attend such sessions. Training should encompass all aspects of school-age child care and child development. In addition, training must develop their innate ability to recognize a child's needs and address those needs with specially designed programs relative to behavior and emotional problems, special needs, age, skill, and maturity level.

Child care for special needs children is an issue of ever-increasing magnitude. There are too few reasonably priced facilities with trained staff and integrated environments. Approximately 15 percent of our Camp Fire kids have either an emotional, physical, mental, or controlled medical condition. We need specialized training by professionals for our staff to better meet these childrens' special needs and to help other children understand and interact in these special situations.

In addition to the quality training of staff, I see a growing need to educate our parents. At least 75 percent of behavior problems we encounter with children on a day-to-day basis are a result of some aspect of their home environment. Funding for parenting classes would ease some of the burdens we experience in the child care environment, as well as educate parents on the value of quality child care.

The average family today could not afford to educate their child if it were were not for Federal and State funding of the educational system. The same analogy can be used when considering the affordability of quality child care. Camp Fire, with the help of the United Way, is able to provide financial assistance to over 80 families who could not otherwise afford quality child care. Although our rates are very reasonable, for instance, $27.50 a week for 24½ hours of care, financial assistance can bring these costs to as low as $5 a week. Eighty-eight percent of the families we have on financial assistance are headed by single mothers. Four percent by single fathers, and 2 percent by single grandmothers. Eighty-one percent of these heads of households have income of less than $15,000 a year on which they support a family of two or three people.

Additional funding from all sources is necessary to help other families who are attempting to help themselves. In 1980, in Bernalillo County, there were 7,245 single female heads-of-household in

the work force with children 6 to 17 years old. With the rising number of single female heads-of-household, funding is needed for child care so women can secure training and subsequent jobs that provide a living wage for their families.

Quality child care is not a luxury. If we do not meet the needs of children in the early years by developing their self-esteem and social skills, and by supporting their individuality; and if we do not strengthen the professionalism of child care through improved salaries, benefits, and training, then our children will grow into teens and adults with severe and expensive problems which will extract an even heavier toll from our communities. Thank you.

[The prepared statement of Ms. Kober follows:]

PREPARED STATEMENT OF NANCY McADOO KOBER

My role here today is as an Administrator of Camp Fire's School-Age Child Care Programs. We currently operate in 29 schools in Albuquerque and Rio Rancho providing care for over 700 youngsters between the ages of 5 and 12. Our 29 Before and After School programs are open Monday through Friday from 7:00 to 9:00 a.m. and 3:30 to 6:00 p.m. and on Wednesdays from 1:30 to 6:00 p.m. Kindergarten programs operate 9:00 a.m. to 12:45 p.m. or 12:45 p.m. to 3:30 p.m. in four school sites. Camp Fire's positive philosophy as it relates to building a child's self-esteem, self-reliance, a concern for others and our environment is incorporated into all our programming. Activities include arts & crafts, games, recreation, sports, physical fitness, music, drama, puppetry, nature, science, field trips, nutritious afternoon snacks, speakers and club activities. We maintain a 12 to 1 staff ratio with program attendance ranging from four children to 80 children. Reasonable rates, family discounts and financial assistance are available.

I would like to briefly touch on three major issues today which each of you can address in the future:

Partnerships between child care and school systems, and child care and corporations.

Evolution of child care professionalism through quality care, more and better staff training, improved staff salaries and benefits.

Affordable quality care.

PARTNERSHIPS

As a representative of a non-profit organization who experiences first hand the advantages of offering child care in the school setting, I

heartily encourage future expansion of this partnership concept nationwide. Child care in school environments provides effective use of building space for a maximum number of hours a day; it is a safe, familiar environment for the children and a convenient location for the parent. The proximity of principal, teachers, counselors and child care professionals lends itself to increased communication and interaction on behalf of the children.

Child care in the school system need not be a burden to educators. Professionally operated programs can relieve principals' concern about unattended children on the school grounds; reduce vandalism; alleviate children's stress over being alone and uncared for; improve children's social skills, develop their sense of responsibility and concern for others and improve their self-esteem--all of which help to ease the discipline and behavior problems in the classroom.

We need a commitment and strong policy statement from top state school administrators supporting the partnership of education and child care. Policies should be adopted to utilize available space in existing school sites for child care purposes. Plans for new school construction should include adequate space for child care facilities to operate from 7 a.m. to 6 p.m., year-round, providing care for children in kindergarten through fifth grade.

Information and education as to the benefits of such a partnership should be provided to all school personnel and opponents of school based child care so that all can strive to be supportive of the working relationship. Camp Fire has seen first-hand the impact of an enthusiasic principal on the success of our programs. A principal's positive

attitude toward the partnership plus a conscious effort to promote our child care programs affects parent's attitudes and interest; increases attendance; encourages helpfulness and understanding from school personnel toward our staff, our goals and objectives; and allows more frequent access to school equipment and resources. We have observed that the availability of reasonably priced, convenient quality care in the school has been a boon to principals in their efforts to increase school enrollment. On-going communication and cooperation between child care and school personnel can result in programming which complements the classroom experience, strengthens the partnership and develops the "whole child".

We are very fortunate that Albuquerque Public Schools does not require reimbursement for the use of school facilities for our 33 programs. I would encourage state and federal legislators to provide adequate funding of the educational system so that school boards could officially adopt policy enabling organizations to continue to use these facilities at little or no cost. Facility usage includes available space, conveniently located restrooms, utilities, everyday maintenance and housekeeping services, lockable storage space or cabinets for supplies and equipment, telephones during all program hours; bulletin board space plus reasonable access to playgrounds, libraries, staff kitchens, resources, sports and audio visual equipment.

CHild care in the school environment is only one answer to reasonably priced child care. For child care centers elsewhere in the community local government funding could ease the financial burdens of licensing, building permits and employee background checks. Incentives could be

provided to builders and building owners to keep space reasonably priced. Legislation could be passed to control the rising costs of insurance and the costs associated with transporting children from the school to the child care site.

More and more success stories of effective partnerships between school and child care spring up every day as the public becomes aware of the increasing needs of working parents. We can encourage similar collaborative efforts between child care and corporations with supportive legislation, funding, grants and incentives for corporations to get involved. Businesses need to recognize that child care problems are a major source of absenteeism, low productivity and job related stress. Employers could help solve child care problems by considering child care centers on work sites which child care organizations could operate; a program of cafeteria benefits, subsidized child care expenses, flexible work schedules, job sharing and improved sick leave policies.

EVOLUTION OF CHILD CARE PROFESSIONALISM -- Quality care and staff, programming and training

Entrusted with the care of our children for two to eleven hours a day, child care workers are generally not compensated, either in salary or benefits, commensurate with their responsibilities. These are the individuals who provide leadership for up to 50 children a day, who plan and organize programs in the areas of the arts, science, drama and music, recreation, sports, nutrition and entertainment. They provide guidance on problem resolution and social skills. They are some of the most patient, understanding, energetic, affectionate and compassionate individuals I have had the pleasure to work with. When you consider the

responsibilities of some of the managers in your own organizations as compared to those just mentioned, I suspect they are quite similar. However, there is no comparison of the prestige, salary or benefits associated with the two roles. As recently reported by Caroline Zinsser of the Center for Public Advocacy Research in Manhattan, it is a sad commentary on our society's value system when we pay animal caretakers more than people who care for our children. The typical child care worker today earns less than $4.00 an hour, works less than 40 hours a week and receives little or no benefits. It is no wonder that some child care organizations experience turn-over rates in excess of 37%. Considering that the average working father spends only 10 minutes a day and the average working mother 16 minutes a day, talking, reading and playing with their children, you can see that caregivers play an extremely important role in molding the future make-up of our children. School-age child care professionals offer insights and skills which complement and supplement the roles of parent and teacher. These professionals are a part of the new extended family and as such should be given the respect and recognition they deserve.

In a 1985 survey done by the Community Education Department of Albuquerque Public Schools, a questionnaire was sent to parents of school-age children asking them to rank the importance of 22 criteria related to child care. Not surprising to us was the fact that of the top six, four related to the quality of the staff.

* Understand the needs of my children
  Hours of child care meet my needs
* Caregivers keep track of my children
  Child care is affordable
* Provide appropriate activities for my children
* Staff is consistent

Federal, state and local funding should be made available to assist child care organizations in their efforts to hire, train and keep qualified child care professionals. Higher salaries will attract individuals with the experience and education necessary to handle the myriad of responsibilities associated with raising physically and emotionally healthy children. Health insurance benefits, sick leave, vacation time, holidays, child care for their own children, and paid time for attendance at training sessions should all be a part of their benefit package. An appropriate share of each of these benefits should be applicable to all employees, whether they work 10 hours a week or 40 hours a week.

Since many organizations providing school-age child care can only offer part-time employment, consideration should be given to incentives which encourage longevity, and develop a sense of belonging and a loyalty to the organization and its philosophy. In Albuquerque for instance, over 30% of our staff are students working on their undergraduate or graduate degrees. Part-time hours and split shifts allow students to take classes during the day, complete work by 6:00 p.m and have the evening free for study or other classes. If these students were to return to our before and after school programs year after year while completing their four or five year studies, we would have consistent, quality, caring staff who would grow with the children. Through federal, state or local funding we could help defray their college expenses in return for a commitment to the job and to the children.

Quality trained staff, manageable staff-to-child ratios, and consistently high standards are critical to providing quality child care. Quality

training is the key to the evolution of child care professionalism and without it we will be allowing substandard babysitting services and "warehouses" for children. State funds should target resources for training individuals currently in the child care field as well as for those considering such a career. Child care workers at their current salary levels, can not be expected to attend training on their own time or to pay for such courses. Subsidies should be considered for speakers, workshops, relevant course work at junior college or college level, conferences, resource materials and paid employee time to attend such sessions. Training should encompass all aspects of school-age child care--child development; positive guidance techniques, programming and activities that stimulate decision making, creativity, initiative, cooperation, competition with self rather than with others, self-expression, responsible attitudes and social skills; recognition of all types of abuse; communication and interpersonal skills, administrative skills; CPR and first aid. In addition, training must develop their innate ability to recognize a child's needs and address those needs with specially designed programs relative to behavior and emotional problems, special needs, age, skill and maturity levels.

Child care for special needs children is an issue of ever increasing magnitude. There are too few reasonably priced facilities with trained staff and integrated environments. Approximately 15% of our children have either emotional, physical, mental or a controlled medical condition. We need specialized training by professionals for our staff to better meet these childrens' special needs and to help other children understand and interact in these special situations.

Quality training is essential for the well-being of the child and for the development of the image and professionalism of the child care industry. With quality training comes knowledge and application of skills which bring respect for the profession and the professional. Professionalism would elicit a commitment from the community to more fairly compensate the child care worker commensurate with their responsibilities and skills. Educators and child counselors, will more favorably look upon a child care professional as a partner and contemporary--with a goal of working together to develop the "whole child".

In addition to the quality training of staff I see a growing need to educate our parents. At least 75% of the behavior problems we encounter with children on a day-to-day basis are a result of some aspect of their home environment. These behaviors problems could be avoided if parents were aware of more positive ways of working with their children. Funding for parenting classes would ease some of the burdens we experience in the child care environment as well as educate parents on the value of quality child care. A philosophy statement from local school boards supporting the role of parent education in the partnership concept would stress the importance of this issue.

AFFORDABILITY

The average family today could not afford to educate their child if it were not for Federal and State funding of the education system. The same analogy can be used when considering the affordability of quality child care. Funding is needed to help organizations keep costs down so rates can be affordable; or subsidies must be available to help those who cannot afford current rates. Camp Fire, with the help of the United Way,

is able to provide financial assistance to over 80 families who could not otherwise afford quality child care. Although our rates are very reasonable--$27.50 a week for 24.5 hours of care, financial assistance can bring these costs to as low as $5.00 a week. Eighty-eight percent (88%) of the families receiving financial assistance are headed by single mothers; 4% by single fathers and 2% by single grandmothers. Eighty-one percent (81%) of these heads of households have incomes of less than $15,000 a year on which they support a family of two or three people.

Additional funding from all sources is necessary to help other families who are attempting to help themselves. In 1980 in Bernallilo county there were 7,245 single female heads of household in the work force with children 6 - 17 years old. With the rising number of single female heads of household, funding is needed for child care so women can secure training and subsequent jobs that provide a living wage for their families. Greater income and improved self-esteem plus improved parenting skills can only improve the relationship of parent and child.

Quality child care is not a luxury. If we do not meet the needs of children in the early years by developing their self-esteem and social skills, and by supporting their individuality; and if we do not strengthen the professionalism of child care through improved salaries and benefits and training, then our children will grow into teens and adults with severe and expensive problems which will extract an even heavier toll from our communities.

Senator BINGAMAN. Thank you very much. I gathered that Arlene Roth is a parent involved in your program. She's here with you?

Ms. KOBER. Yes, Arlene serves several roles at Camp Fire. She is the director of community development of UNM Hospital, a board member on the Camp Fire Board, and is also a parent who has a child at one of our school programs.

Senator BINGAMAN. We're glad to have her here. Do you have any comments you want to make?

Ms. ROTH. Yes, briefly. As a parent of a third grade boy, I want to tell you that the before- and after-school program provided by Camp Fire in cooperation with the Albuquerque Public School program has been this working mother's saving grace for the last 3 years.

There's nothing more important to me than the health and well-being of my son, yet, I must work from 8 to 5 each day. That is why where he is, who is caring for him, and how he spends his time are key questions I asked in considering this program.

I had to know that the who was someone who truly loved children, has some background in child care and education; that the where was a safe, nuturing environment; and what better place than his own school with a special place set aside for extended school programs. And as a bonus I knew I would be the one taking him to and picking him up from his school each day with no additional worry of his transportation during the day time.

How does Eric spend his time? He reads, he does arts and crafts projects, he cooks, he works on volunteer projects in the community, most recently with the veterans' hospital. He takes educational field trips, he plays outside. He watches children videos. He participates in plays, he takes walks, sings songs, learns dances, does his homework on occasion, he has quiet time, he makes lots of friends and laughs a lot. And I guess the best testimony of all is that he never wants to leave when I come to pick him up.

My son has been transferred for the last 2 years from the elementary school he should be attending to one with the extended care Camp Fire program, because I believe it to be the best option for Eric and for myself. The cost is affordable, and it allows me a very good peace of mind in knowing my son is very, very well cared for.

What if there were no such programs? I would be hard pressed to find a viable alternative, and yet there is such a pressing need with inadequate financial support for schools to be more involved. I never want to ever again experience what I did 4 years ago. When going to pick up my son, he was missing. And the caregiver not only did not know where he was, but worse yet, she had not even missed him.

Until the moment that I arrived to pick him up, my son had been gone for 4 hours and was not even missed. As it turned out he was safe in his own backyard, but only after having crossed very busy streets in Albuquerque, and an arroyo.

Quality affordable care for children is not easy to find even after very careful scrutiny. Our children are not throwaways, to be dumped wherever convenient. Working parents need to have access to an affordable, high quality child care. Children have a right to

high quality, affordable care. And Federal, State, and local governments have a responsibility to support high quality, affordable child care, hand in hand with the private sector as evidenced in the wonderful, wonderful Camp Fire program in cooperation with the Albuquerque Public Schools before and after school.

I'd like to reintroduce Lenore Wolfe, she has a few more comments she'd like to make.

Senator BINGAMAN. We have one more—you'd like to do this first?

Ms. WOLFE. I just want to say a few things. It will be very short.

I just want to say, now you know why I'm hoping for our success in the Albuquerque Public Schools, but at the same time we know that these are volunteer agencies, and we know that we can lose them. We know that we will need additional help from local, State, and National. We also hope, as you know from our noon meeting, for more assistance in the private sector of our community.

I just want to say that it's been so exciting to have this kind of a program surfacing again with—after my many years in early childhood, it is most satisfying to know that those who care about the problems of our children will require—who require caring adults to meet their needs at this critical time of their lives, not only consists of people like Nancy, and her parents, but also of caring adults in our National Government. And Senator Bingaman, we do appreciate you and the many legislators who are concerned with this.

Senator BINGAMAN. Thank you very much. Ona Porter is our final witness, and Ona is the president of the Coalition for Children, which, of course, is an organization formed in the last year here in New Mexico. The primary purpose is to promote the rights of our children.

The Coalition for Children just recently came out with its publication, "Kids in Crisis," which I think does an excellent job of reciting the problems facing New Mexico's children.

Ona, we're very pleased to have you. We look forward to your testimony.

STATEMENT OF ONA LARA PORTER, PRESIDENT, THE COALITION FOR CHILDREN

Ms. PORTER. When I saw the agenda and realized I was last at the end of three—and 3½ hours, I consulted with my president, my chairman now, we changed the organizational structure. He said, "Well, the only possibility is that you dazzle them with your foot work." So I'm going to take the five or six pages of testimony and try to summarize it here, and we'll go through it very quickly.

The first page really is to give you some notion of how the Coalition's approach is to problem solving when we come from a perspective of prevention, and also one of looking at problems in an interconnected fashion, differs from other approaches.

So quickly I would tell you that the common orientation we have in our society everywhere is to approach problems from a treatment perspective. Many people think treatment only has to do with health care, but in fact, it has to do with all kinds of programs. We identify a problem and then we set about to treat it.

In a treatment orientation essentially our perspective and approach is to a "crisis" situation. We're looking at the immediate solutions, and we're looking at individuals to take care of the problem at the end stage of it. This approach is conforming. It is also fragmented. It involves isolated action, and it is premised on the notion that the individual has or is the problem.

The impact and the goals that we can expect from this kind of an approach is, at best, relief of the crisis, stabilization of the individuals who had the crisis, adjustment to the circumstance that created the problem in the first place, and growth in the individual's health and well-being.

On the other hand, when we take the concept of prevention, the orientation becomes wellness. It's long range, and it involves a community understanding and approach to the problem. We call this transforming. It is interconnected. It requires community action and departs from a belief that the system is not functional for the majority of people who are being served by it.

In relation to the particular issue of school-age child care our approach is still structured as if father—there's a father in every household you know—goes off to work every morning and mother sits in the driveway with the motor running and a sixpack of chocolate chip cookies at her side waiting to be directed. The reality is very different. With fewer than 10 percent of American families being this Norman Rockwell picture.

The impact and goals, if we take a preventive approach, can be very powerful. We look at wellness, strength, productivity, creativity, pride, and maximized opportunities for human and community development when we take a preventive approach.

Interconnectedness of the problem can be the key to our understanding of the development of the preventive approach, and this chart essentially speaks to the interconnected of destructive behaviors that we're trying to deal with in terms of children and families. If we look at rape, incest, alcohol, drugs, family violence, divorce, suicide, school failure, poor productivity, mental illness, crime, alienation, racism, and sexism; we find they all have a common root. The common root being community, personal, familial disintegration. Disintegration is essentially the "taking apart of," and that taking apart has happened in our society for families and children most dramatically since World War II. Massive economic changes have moved people from one end of this Nation to the other as requirements of their job. Dismantling the resources that they have available to them to survive as families.

I'd like to take that understanding and put it in line with the discussion of today. So the example is school-age child care with the understanding that I just expressed. When we had the opportunity to look about a year ago at the problem of school-age child care, what we understood was that the social and economic forces have debased families' ability to care for their children and their elders and for the same reasons.

The issues that were involved in terms of the needs of families, children and elders, are stated here. First of all, for children who are left alone, issues of fear, danger, loneliness, isolation, alienation, no adult support, or interaction, or supervision for their

needs or their wants. One of the things that you find out is that that is precisely the same for the elders of our community.

There are some commonalities, too, between parents who have to leave their children in unsupervised situations. They certainly are fearful, and they certainly are isolated. It's not a popular thing to talk about being fearful or having needs around your children, your family in your workplace, which is about the only place where working people spend any time except in their families. So they have no support for their needs.

The parents struggle like heck to provide and feel great fear and guilt that they are loosing ground. There is no support, understanding or resources to provide care for their children while they work. Also, and perhaps even more important, there is no support for the value system, or the beliefs that they have and want their children to share.

We have another understanding that we brought to our exploration of this issue and that is that while some latchkey children have difficulties, others do very, very well. The difference between those children who do well and those who don't is the level of support and understanding that they have for being alone and unsupervised.

The design that we provided gave rise to a program that began in Albuquerque a short time ago, was not only to address issues of "care" but to provide the missing elements for the elders, for the parents and for the children that we once had in communities. The design resulted in a program called Links, and this program links elders and children who are at home alone, and it links them in very important ways.

The design included a process which allows the elders and the families, to come together so that they can understand some very important things about one another. First of all, the elders learn what the expectations, values, and beliefs are that need to be supported in the children.

An important understanding for the children is that the elders that they are being linked with need them, too. One of the things that we know about kids who are exhibiting problems is that they feel big degrees of alienation. This was an opportunity for children to have an experience where they became responsible and connected to somebody that was larger than themselves. The critical element in overcoming alienation.

The impact and the design of the program for children is first of all that they have the immediate needs met. They have someone to talk to, every day. They develop a friendship with an elder and I would like to emphasize the importance of this in a society that is highly segmented by age where they have very little opportunity to interact with the elders in our community.

They also are offered the understanding and experience and caring that the elder might bring them. In addition to that, they are reminded each day of the responsibilities that they have, and they are encouraged to do those and—the responsibilities have to do with what we do in terms of tasks in the household after school, but also homework, and other kinds of things.

And finally, they have a sense of interdependence with someone else. That is so important, again, in overcoming alienation.

For elders, perhaps, the biggest issue that is addressed is that they are needed, and in our society we have decided that people aren't needed if they don't participate in our economic system. They have regular contact with someone outside of their household. Many of the elders that are being targeted for this program never leave their homes. They have an opportunity to share their reality, their spirits and their wisdom with a child and his or her family. They also have someone who knows what their needs are and their schedule is, and who is able to respond.

Parents have a support system that they don't have right now. They have peace of mind. They have the values and expectations they hold for their children supported. All of these individuals have the opportunities for new relationships. And the economic system that has caused the families of this Nation to not be connected in the same ways that they were many years ago, now has the opportunity to look around and say—introduce people to their new extended family. We have extended family members everywhere, we just need to introduce ourselves to one another.

There are some important considerations no matter what approach we take to providing care. First of all, it is important that we not require that parents be considered inadequate, families pathological or children unlucky in order to benefit from these programs.

Finally, we must understand and design our efforts knowing that the programs are a logical response to minimizing the stress of employment, which in the current economic climate very often subverts the ideals and the practice of family intimacy.

So in conclusion, the programs we design should be structured in a way that allows us to understand normal services to normal children in normal families. Thank you.

[The prepared statement of Ms. Porter follows:]

PREPARED STATEMENT OF ONA LARA PORTER

Good Afternoon Senator Bingaman, committee members and colleagues. My name is ONA LARA PORTER and accompanying me is Dr. NORTON KALISHMAN. We are testifying on behalf of **THE COALITION FOR CHILDREN** a state wide advocacy group for children.

As an advocacy organization we look at the interconnections and root causes of problems and propose changes in systems and norms as solutions to them. Our approach is one of prevention through community action. This is the context of the ideas we present to you today.

Our recently released book, **KIDS IN CRISIS: NEW MEXICO'S OTHER BOMB**, documents the status of the children of our state as one of trouble and loss. Poverty, racial and ethnic prejudice, addictions, violence and educational failure among children are so pervasive that the **DREAM** of our state and its citizens is giving way to the rapid growth of a permanent underclass. When all of the indicies are drawn together and examined, it becomes apparent that nearly half of New Mexico's children are in such severe jeopardy as to have no place except one of dependence and despair in our state's future.

An understanding of the complex interconnections between employment, education, literacy, societal values, income and living environments allows us to see a critical reality: The social development of citizens and the economic stability of their states and nations are inextricably tied, and neither can be achieved without first addressing the wellbeing of families and their children.

Today's children who are poor, from single parent families and minority groups will make up a larger portion of young people entering the job market than at any time in our history. Children from these backgrounds are more likely to perform poorly in or drop out of school, to be illiterate, and to be less successful in the labor market. When these children--ages two to ten today--reach ages 16 to 24 in the year 2000, they will be coming from environments that are unlikely to have prepared them fully for the labor market in the next century. The handicaps that racism imposes on certain segments of our society, plus poverty, poor schooling and illiteracy combine to produce severe, lifelong difficulities for those who are raised under their yoke.

There is another dimension that is also critical. The jobs of the future will require higher skill levels than those of today and there will be fewer well paying jobs for the unskilled. Employers will be requiring workers who are increasingly able to think critically, learn, be creative and adaptable...and they will be demanding this from a workforce that is in large part less prepared to do so.

Social movements in this country that have been responsible for fundamental, long term change have been those with the means to threaten the social peace. The ability to "raise a lot" of hell has been considerably more potent than moral arguments on their behalf.

Children have not had that power. They cannot vote, support themselves or command the attention of their legislators. Despite the urgency of their needs, they are voiceless and their needs largely unmet. But, perhaps inadvertantly, they are now threatening the social peace in major ways by opting out of a system from which they feel alienated. Consciously and unconsciously they are engaging in behaviors that severely limit their options for the future. Drugs and alcohol, teen pregnancy, suicide, violence, auto accidents and school failure and dropouts are all part of the self destructive patterns that not only close the door to future productivity but add to the underclass of our society that is chronically dependent. The "hell" that is raised by kids who do not reach their full potential is, therefore, both immediate and long term.

The scope of the issues with which we grapple and the complexity of today's society make the task of 'change' an arduous one. Problems are frequently not only difficult, but for lack of advocacy, poorly understood. Our history has been to view and respond to symptoms as causes, thus generating incomplete and contradictory solutions to the problems we face and feeding the myth that we don't know what works. Additionally, we demand the same immediate answers in this arena as we do in other parts of our lives when the answers required are really major, long term investment. This has led to an intrinsic belief that social ills cannot be resolved by planned and organized responses to them, and that, in turn, has caused us to adopt a 'blame the victim' mentality. That approach serves to both hold individuals responsible for their personal success or failure, and justify our feeble responses to fundamental inequities in our society and the real needs that rise from them.

Childcare presents one of the most challenging opportunities we have to reshape the relationships among families, children, the state and our society in general. It can help us redefine the nature of our public responsibility toward children. More than any other institution, child care presents opportunities for diminishing the isolation of the nuclear family, the alienation of our youth and the development of communities which view themselves as having a shared responsibility for children. It can encourage people to be concerned with **all children** in a way where respect and cooperation can flourish to nurture our youth and offer them the security that they have lost as a result of rapid social change. The fact that child care as an institution is basicly unformed makes the possibilities of this challenge all the more worthwhile.

In the society in which we live today, we cannot shun the mutual responsibility that families and the state share in rearing our children. For too long we have held hostile attitudes toward families who struggle to meet the child care needs of their families. These attitudes stem from a belief that the rearing of children is the responsibility of parents alone. In fact, there is no evidence of any time or place in history where children have been raised by parents alone. They have always been raised in communities. Sometimes those communities were called extended families. Sometimes congergations or tribes or neighborhoods. But the essense was the same. There was a group of people who, at the very least, held a common set of values, beliefs and expectations, and viewed the development of children as a shared responsibility.

The fact that we do not have this communal approach to the rearing of our children today is based in the post World War II economic changes that first took families out of the rural communities they had lived in for generations, and then quickly required them to move from one end of our country to the other without regard for how families and children best live and grow.

Isolation and alienation have befallen families and children as a result o these changes. The resources that were once in place to support, affirm and enhance family functioning have been inadvertantly stripped away, and families are in turmoil and their children in crisis.

For some families child care programs have become the means of lowering the boundaries of the nuclear family creating a new model for the roles that the extended family once played. They have organized themselves around the community concerns for families and children such as housing, recreation, safety, networks of service providers and users, all creating a new community.

THE COALITION FOR CHILDREN designed a program about a year ago to address the needs of latchkey children and families. The design reflects the above understanding and meets immediate need in a context that also addresses other largely unstated needs. Additionally, it provides an opportunity for new understandings and new norms to emerge in our community.

THE PROGRAM

We knew that the problems arising with unsupervised children include crime, injury, rape, alcohol and drug abuse and mental anguish. Inadequate/inappropriate levels of skill, attitude and value development are also at issue for many of these children. But we also knew, that when compared with their peers, many latchkey children have better skills and more confidence in a variety of areas. **The difference between the troubled latchkey child and those doing well seems to be the level of support and understanding they have for managing their before and after school time alone.** This knowledge was critical in the development of our approach.

The reasons children are left alone usually relate to cost and access of alternatives. First, there are relatively few programs available compared to the need. This is so because of the lack of profitability of programs that provide care for so few hours a day and because of licensing requirements that limit the maximum number of enrollees without regard to their status as full day or partial day students. Second, those programs that are available do not provide to and from school transportation for children thus limiting enrollment to the neighborhood of the school and/or program site. Third, an average cost of $24 weekly per child for before and after school care, and $18 for after school only is prohibitive for many families.

ALBUQUERQUE PROGRAMS

A survey of Albuquerque's before and after school programs (attached) indicates that there are approximately 600 children served in programs for which a fee is paid and attendance is regular. Another 2,200 children participate in after school only drop-in programs that cost nothing. A major limitation of these programs, however, is that their drop-in structure does not permit staff to know or control appropriate arrival and departure times of participants.

While these are not the only organized resources that are available, they certainly serve the majority of kids in formal after school programs. Of course there are many children who are being looked after by neighbors, relatives and older siblings. However, understanding the breakdown in extended family relationships and the financial demands that require most able adults to work we must not assume that most families have networks that can supervise their children when they cannot. Thus, it is appropriate to ask ourselves how many of the 29,000 children between six and twelve years old who are estimated to have working mothers are in need of some form of supervision and support before and after school.

APPROACH

THE possibility for alleviating the stress that is implied for latchkey children and their families by providing important support was to link the children via telephone with elderly people in the community. Not news, you may think. But **HOW** it was done, and with what understanding became the critical piece.

The elders are at home, too, and they often feel as disconnected and unneeded as the children do in a world that emphasizes youth, mobility and work and segmentation of our society based on age, income and family makeup. Social and economic forces have unwittingly pulled the natural support systems from under families and individuals but, intentionaly -- with understanding, we can make important and profound new connections. The process we designed has the potential to restore strength and wellbeing to people by establishing important, interdependent relationships.

Missing elements in the lives of elders, children and families were detailed and the strategies to address as many of them as possible in our design were developed. What we determined to be key in our program was the orientation, training, and ongoing support we were able to organize in a way that understood and affirmed their reality and their strengths.

Issues for children

fear
danger
loneliness
isolation
alienation
no adult support, interaction or supervision for needs and wants be they large or small

Issues for elders

fear
danger
loneliness
isolation
alienation
no adult support, interaction or supervision for needs and wants be they large or small

Issues for parents

fear
isolation
guilt
no support, understanding or resources to provide for the care of their children while they work
no support for the values and beliefs they have and want their children to have

A design that included a process of values clarification, parent expectations about their children's activities and responsibilities when home alone, the interconnected needs of elders and children, the capacity each has to respond to the needs of the other and its importance, and the ability to respond appropriately in emergencies was developed.

The beauty

--CHILDREN have someone they know to talk to each day. They have the opportunity to develop a friendship with an older person. They have the benifit of that person's understanding, experience and caring. They have someone to remind them of the responsibilities they have at home and at school, and someone to listen to them and to encourage them. They will also have someone who is counting on them thus nurturing an understanding of interdependence and responsibility. They have the opportunity to increase their skills in dealing with the tasks of daily living.

--ELDERS have someone who needs them. They have regular contact with the world outside of their home. They have the opportunity to share the things they know and care about with someone who needs their support, supervision and understanding. They have someone who knows their schedule and what to do if there is concern about the inability to make contact.

--PARENT(S) have a critical support system for their children that they do not currently have. They have the peace of mind to know that their children will have somebody they can talk to when the parent can't be reached. They will have someone to support the values and expectations they have of their children, and someone who understands the dynamics of parenting in a world that is unsupportive of family needs. They know that, in an emergency, an adult is available to assist the child and contact them.

--ALL OF THEM have the opportunity to build relationships that are mutually beneficial and not unlike the extended families that so many of us have lost.

We have fantastic potential for our future if we are willing to think about child care in a different way. Child care is rapidly becoming as important an institution in the lives of children as we know school to be. We believe that it is time for a true integration of work life and family life to begin and that the combining of the goals of parents, caretakers, the state and society must be seen as our challenge.

Whatever our approach, it is crucial that we design our efforts without the requirement that parents be considered inadequate, families pathological, or the children served "unlucky." Devastating consequences are reaped from such mind sets for programs and their participants.

Child care and development programs which are viewed as a logical response to minimizing the strains of employment in today's economic climate which often subvert the ideals and practice of family intimacy can be winners on every score. This perspective allows us to develop programs as a "normal service," to normal children who are parts of normal families, with subsidies for varying incomes (given a society of unequal incomes) but without subsidies as reflecting inadequacy.

Senator BINGAMAN. Thank you very much. I appreciate that. Let me just ask a few questions. It is getting late. We all have to go. I just want to clarify. I think I've got the figures right, 43 schools in the Albuquerque District have onsite programs, 14 have offsite programs, is that right? How many are there, total? I mean, what percent of the total?

Ms. IVY. There are 75 elementary schools, so about two-thirds that have onsite.

Senator BINGAMAN. Two-thirds have onsite programs? But you only have 2,000 children participating in the entire school system out of how many?

Ms. IVY. Well, there's 30,000 kids in a school system and my estimate on this—I don't do math very well in my head, but I do have estimates that I keep, from a survey that we did 2 years ago during that 1985 task force business. Parents reported to us, this is a parent report, you know, from the six different sites around the city, that 60 percent of the cases of children who went home to a home where there was an adult in the house—we didn't ask who the adult was—and then, anyway, that left 40 percent, about 20 percent of the parents said their children were in child care. So we estimate that we're only getting maybe half of the kids who need it in those schools with those 2,000 children.

Senator BINGAMAN. OK, but you do not estimate that—I mean, I gathered from the testimony we had from the folks that were in Santa Fe, they estimated that something between a third and a half of the students in the schools would take advantage of child care if it would be provided free in after-school care. Is that something that is just not—that doesn't——

Ms. IVY. No, I think that Albuquerque has the same proportions of the working parents, and like they said, 60 percent of those parents reported to us and we didn't make any attempt to validate them, but we do know that either a parent was home or a grandparent or a relative or a neighbor who did sitting, and that in those cases of those 60 percent of the kids who went home, their parents reported there was an adult present and they did not need child care.

Senator BINGAMAN. So I guess you're saying that you would doubt that a third to a half of your students would take advantage of a program if it was provided free?

Ms. IVY. I can't——

Senator BINGAMAN. You don't know.

Ms. KOBER. Senator Bingaman, may I make a comment?

Senator BINGAMAN. Sure.

Ms. KOBER. One of the things that Camp Fire feels very strongly about is that there's a need for education of the parents as to the value of child care. We operate seven programs in underprivileged areas of Albuquerque which are funded by the United Way. In order to educate the parents to the value of our programs, we took a program at one school in the south valley and provided one afternoon a week free of charge. Every week during that program we had approximately 50 children attend.

We started the program as a paid service the following month. We had five children registered in that program, all of whom are on our financial assistance plan. So that is in line with Mr.

Prather's comments that he thought 5 to 10 times would participate in it if it were free.

Senator BINGAMAN. You agree with that?

Ms. IVY. Yes. Of the 2,000 children, probably—what would you say—60 percent of those are first, second, and third graders. I mean, they really did—parents cannot afford to pay for this forever. When they are 9, 10, and 11, oftentimes, the kids do say I've had enough of this because the programs are—we haven't been able to design the program that appeals to those older children yet.

Ms. WOLFE. I think many of the parents in our area really do need more of this type of care. The parents just say, "Well, I can't afford to pay even that much money out for care." Or, "I would let him go home and stay with a neighbor, or big sister," or just——

Ms. IVY. Another issue that needs to be looked at where there are schools where we've done no studies on this, is whether our children are riding a bus home, there may be only a 20-minute gap between the time the child gets home and the parents get home, and the parents may decide free or not, they don't need the extra hassle of the side trip. I don't know. Somebody should do studies.

Senator BINGAMAN. Nancy, who handles the insurance for the programs you provide.

Ms. KOBER. We have insurance through our National Organization of Camp Fire.

Senator BINGAMAN. I gather from the map that was up there that the program—and this, I guess, is consistent with what you've just been saying—the programs that are provided in the Albuquerque Public Schools are heavily concentrated in the more affluent parts of town, in the richer parts of town? That in the south valley for example, you really don't have near the concentration of afterschool programs that you do in the northeast heights?

Ms. WOLFE. I think it is well divided.

Senator BINGAMAN. I'm looking at the stars.

Ms. WOLFE. I know. There are blue stars and red stars. The red stars are the—the provider. One is Parks and Recs and the other one is Camp Fire. Not all schools, I might add, Senator, is the quality of the programs equal. Some of them have more highly trained staff, provide more carefully planned programs for students. Some of them are sort of "Oh, I'm here I'll watch the kids until their parents come." So, it's more of a custodial kind of care, and we are attempting to meet this problem, but with varying degrees of success.

Senator BINGAMAN. Its it accurate, though, that the bulk of the program or programs are significantly more available for folks living in the northeast heights than they are in the valley?

Ms. WOLFE. Yes.

Senator BINGAMAN. Is the quality also significantly different than—I mean, much higher quality programs in the northeast heights than in the valley, or is that fairly common?

Ms. KOBER. From the Camp Fire standpoint it's the same quality regardless of the part of the city. I think the things that affect our attendance in the south valley is the lack of knowledge on the parents' part for the benefits that the child care program could offer and also the financial.

Senator BINGAMAN. OK. And what age—the Camp Fire programs, what ages do you handle?

Ms. KOBER. From 5 to 12.

Senator BINGAMAN. All right.

Ms. WOLFE. In the Montezuma School, which we spoke of, they lose quite a large percentage after the children leave third grade. The parents say, "Well, he's big enough to stay by himself," and this is an age I worry about because at that particular age the youngsters are liable to be experimenting with some rather disastrous results. You know, they're grown up and they can do these things. We need to begin looking at, seriously, at programs for that age child. As Tamra indicated, our programs are not designed specifically to that age child. They have some pretty definite needs.

Senator BINGAMAN. Is there any program that you folks provide through the schools for spring break?

Ms. WOLFE. Yes.

Ms. KOBER. Camp Fire provides programs during spring break, Christmas, and New Year's week; various schools, 1-day holidays, some of the days on which teachers have inservice; and parent-teacher conferences are coming up.

Senator BINGAMAN. Ona, let me ask on your Link program, how are you funding it, and what's the participation in it?

Ms. PORTER. OK. Being an advocacy group only, we do not provide services. We became involved in the design of the program, and it is actually run through the RSVP program at the office of senior affairs.

There was a small amount of money given by the city which was actually a Federal passthrough, $6,000 that was used to hire a coordinator, developer, trainer person who works essentially the hours that the seniors and children are being hooked up, which is 2:30 in the afternoon until 6 o'clock in the evening. The program is new, so we don't know what the outcomes are going to be either in terms of matches, the sustaining ability of those matches or some of the other positive spinoff that we're predicting.

Senator BINGAMAN. Well, it is about a quarter to 5 and everyone has been very patient. I appreciate you testifying. We will get this record complete, send everybody a copy, and we hope we can also follow up with some real live action to help some of these programs to prosper.

Let me thank everyone in the audience who's been very patient and let me see, I've got a few closing statements I'm suppose to make here, right?

All right. Let me basically just say that we'll make some of this part of the record. I do want to repeat a couple of announcements. We're going to leave the record open for 30 days. If there's an issue in testimony, additional facts or points that need to be included in this regard, we'd be anxious to receive those and put them in so that the record will be as complete as possible on the issues we've been talking about here.

We made arrangements with the Congressional Research Service to undertake analysis of this school-age child-care issue using the transcript of this hearing. And we hope that as a result of that analysis we can come up with some initiatives that will be helpful to us and move the thing forward somewhat. But I do want to just

underline and reiterate a lot of what the witnesses have said, which is that this is a crucial issue, it's one that's been neglected for a very long time, and continues to be neglected, and I believe strongly that as more and more people begin to focus on it, we'll see some major improvements in the situation in the next few years, I hope. Thank you all very much. The subcommittee stands adjourned.

[Whereupon, at 4:45 p.m., the subcommittee adjourned, subject to the call of the Chair.]

[The following information was subsquently supplied for the record:]

STATEMENT OF EDWARD ZIGLER, STERLING PROFESSOR OF PSYCHOLOGY, YALE UNIVERSITY

School-Age Day Care

Despite the fact that 65 percent of the mothers of school-aged children now work outside the home,[1] suprisingly little attention has been paid to the problem of care for their children. There almost seems to be an assumption that when a child enters kindergarten he or she no longer needs day care--the child vanishes or "becomes an adult." A 1984 Harris poll, however, found that a majority of American teachers believe that being left alone after school hours is the most critical factor undermining school performance.[2] These children are not adults. They do not vanish. They need care. Over one half of the child care needs of our nation involves school-aged children.

Because parents are reluctant to tell census takers that they leave their children unattended before and after school hours, no one knows exactly how many "latchkey children" there are in this age group. The best estimate that we have found comes from the Select Committee on Children, Youth, and Families, who report that there are 2-7 million school-aged children who care for themselves for at least part of every day.[3] There is a wide range between these figures. This confusion as to exactly how many latchkey children exist is indicative of the fact that we simply do not know the magnitude of this problem. We do know, however, that in a 1984 Harris poll in which parents remained anonomous, 59% of the parents polled admitted to leaving their children alone after school and that they were uneasy about doing this. In addition, the lower estimates of the number of latchkey children may be due to a failure to take into account the number of children who are reported to be in the care of "relatives of neighbors," but who are in fact being watched by other children, some as young as 7 or 8 years old.

Unattended children in this age group are vulnerable to many kinds of harm. Illustratively, over 6,000 children aged 5-14 die from unintentional injuries each year, including over 1,000 in fires. It was reported in 1981 that as many as one out of every six calls to the Detroit fire department involved unattended children.[4]

Children left alone are also prime victims of sexual assault and other types of crime. Urban areas and suburbs each have their own special dangers: Although the crime rate is higher in the cities, the isolation of the country and the greater distance between the home and the workplace make suburban children vulnerable as well.

This disturbing picture of the physical dangers to which school-aged children are exposed does not negate the need to discuss the possible psychological consequences of latchkey arrangements. One or two of my professional colleagues suggest that leaving children alone builds independence and responsibility. I would like to refute strongly this notion, specifically as regards the younger age groups. Independence and responsibility are qualities that children develop in small increments as they grow and learn. Although an eight-year-old might be developing a sense of responsibility by watching a younger brother in the back yard while his parents are in the house, the same child might be overwhelmed by the day-to-day responsibility of meeting all his brother's needs or making crucial decisions in times of danger and crisis. A ten-year-old is behaving independently when she cooks the family's dinner with only light adult supervision, but would not know what to do if she cut a finger or burned herself while alone. A nine-year-old may feel perfectly confident about going to the store to purchase a loaf of bread, yet be terrified to

will provide on-site child care for 3-5 year olds, before and after school care for 6-12 year olds, and full-time care for all children during vacations. This second system will be run by child development associates working under the direction of an early childhood educator; we must establish high quality before and after school care for our children now if we are going to produce productive, healthy individual for the future. This school of the twenty-first century has been incorporated into a bill that calls for sixty demonstration schools to be placed throughout the country. Senator Christopher Dodd of Connecticut and Representative Dale Kildee of Michigan have recently introduced this bill before Congress.

While this bill has only recently been introduced before Congress, two school districts in the state of Missouri have, through private funds, already begun implementing this program into their schools. Response to the program, from the over 50 percent of working mothers, from teachers, and from principals has been overwhelmingly positive. The lack of school-aged day care in this country is a problem, but it is a problem that has a reasonable solution. Every child deserves the adult protection that goes along with childhood; no child need be a latchkey child.

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September 8, 1986

M E M O R A N D U M

TO: Alan Morgan

FROM: Becky Davis – STATE DEPT OF ED.

SUBJECT [redacted] CHILDREN

The information I was able to put together on Latchkey Children in New Mexico follows:

1. Santa Fe Public Schools started an after-school program this year in two of their elementary schools. The program is open from 3-6 p.m. everyday, except Thursday, and then it is open from 12-6 p.m. because school is dismissed early. The person in charge of the program is Jean Salas-Reed, Assistant Superintendent of Elementary Education. The program is located in Acequia Madre and Alvord Elementary Schools. When I talked with Ms. Reed she said that they had not been able to find any other programs such as this in Santa Fe or the state. She is most interested in receiving any information we may obtain.

2. The Vocational-Technical and Adult Education Unit has funded a project at New Mexico State University for two years, with this year being the second year, to study the need for after- school care for children. The project has been funded with federal Consumer and Homemaking monies.

   In 1985-86 the project assessed the child care needs of parents in Las Cruces with children in grades K-5, using a mailed survey. The way children are cared for before and after school and during the summer, and the perceived usage of school-based child care were determined. The major findings were that the latchkey phenomenon is as prevalent in Las Cruces as other parts of the United States, and that Las Cruces parents would utilize school-based child care services before school, after school, and during the summer. Las Cruces Public Schools were provided with this information and programmatic recommendations for the development of school-age child care.

   The objectives for 1986-87 are: 1) to assess the statewide need for child care support services for children in grades K-6 during the before and after-school hours and summer months; 2) to develop a model, in the form of a resource manual for implementing child care support services. The instrument validated in the study, "Needs Assessment and Proposed

Recommendations for School Age Child Care in Las Cruces, New Mexico" will be used to assess parents throughout the state to determine their child care needs.

The proposed objectives for 1987-88 will be to establish a model program in an elementary school in Las Cruces. The co-principle investigators for the project are Doctors Merrilyn N. Cummings, Cathleen T. Love and Annette Ward.

These are the only activities I am currently aware of, although other districts may be involved in school programs. I am attaching some articles I found at home on Latchkey Children nationwide.

SOME BASIC FACTS ABOUT LATCHKEY CHILDREN ARE:

-In 1947, eighteen percent of mothers with children under 18 years of age in the United States worked outside the home. By 1980 this figure had risen to 57 percent.

-The United States Bureau of Labor Statistics (1982) estimated that approximately nine million children cared for themselves on a regular basis.

-The Congressional Record of the 98th Congressional Session (1983) described a Senate Bill that was introduced that could affect school-age child care in the United States. Senate Bill No. 1531, introduced by Senators Riegle from Michigan, and Pell from Rhode Island, had the stated purpose to encourage the use of public school facilities before and after school hours for the care of school-age children and for other purposes. The bill was authorized for two years at 20 million dollars per year in October 1984, but no appropriation was allotted in 1985.

-Garbarino (1981) summarized four types of risks associated with latchkey children. Latchkey children may feel rejected, be prone to involvement in delinquent behavior, have academic failure, or be the victims of accidents or sexual assault.

-Problems for latchkey children arise where environments are conducive to high risk of exploitation, delinquent behavior, alienation, or accidents (Garbarino, 1981).

-The aspects of a neighborhood deemed important for the safety of latchkey children are the number of safety of playgrounds to which latchkey children may go, local crime rates, the friendliness of neighbors, ages of people in neighborhood, and support systems available to the child (Galambos and Garbarino, 1982).

-Latchkey children who have good relationships with their parents may develop more independence, resiliency, trust and responsibility than supervised children (Stewart, 1981).

-Kuchak (1983) found that parents generally had special rules for the times their children were alone. Frequently there were appliance restrictions, required chores, check-in calls, and play area rules. In the study conducted, 80 percent could not have friends over, 43 percent could not go outside, and 40 percent could neither have friends over nor go outside. She found that 90 percent of supervised children played with their peers regularly.

-Employers might assist parents in child care directly, or indirectly be offering child care, alternative work schedules, providing sick child leave, or subsidizing child care (Kuchak, 1983).

-The National Association for the Education of Young Children members have suggested that school-aged programs could be located at day care centers, family day care facilities, religious institutions, recreation facilities, or at places of employment.

-Public schools could develop more extracurricular activities before and after school, or design a flexible schedule to more closely fit parents' work schedules (Mayesky, 1980; Psilkin, 1980).

-Schools could also teach latchkey survival courses as part of the regular curricula, or on a workshop basis (Long, 1983).

-Farrell (1984) in Good Housekeeping and Long (1985) in Instructor suggested safety checks of the environment (home, neighborhood, emergency help); the preparation of the child (developing responsibility and knowledge); and the setting up and enforcing of rules. Both authors stressed the importance of preparing children for staying by themselves.

I hope that this information will be helpful to you and wish that there had been time to prepare more. We have several child care projects around the state, and the number is steadily increasing. If you could have the TV station make a copy of the program on Tuesday, I would find it most useful as I work with the various groups.

We have Child Care Training and/or Day Care facilities at the following post-secondary institutions: New Mexico Junior College, ENMU-Roswell, Family Learning Center-Espanola, Sick Child Care YWCA-Albuquerque, and San Juan College. We had proposals submitted from Santa Fe Community College and Tucumcari Area Vocational School for 1987-88 monies that will be funded.

If you have other questions, let me know.

BD:pes

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